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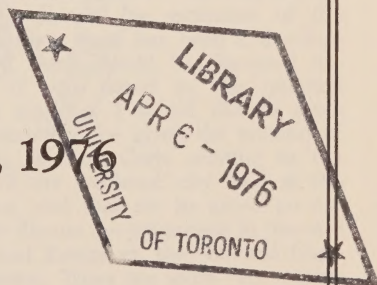
SUPPLY COMMITTEE

SUPPLEMENTARY ESTIMATES MINISTRY OF HOUSING MINISTRY OF GOVERNMENT SERVICES

OFFICIAL REPORT — DAILY EDITION

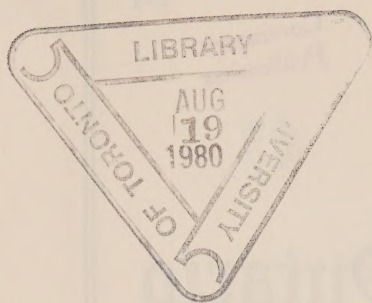
Third Session of the 30th Parliament

 Friday, March 12, 1976



Speaker: Honourable Russell Daniel Rowe
Clerk: Roderick Lewis, QC

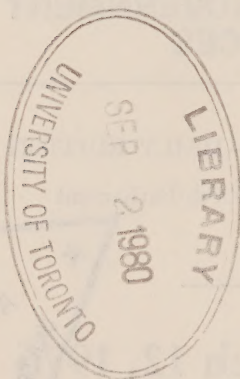
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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

FRIDAY, MARCH 12, 1976

The committee met at 11:02 a.m.

SUPPLEMENTARY ESTIMATES, MINISTRY OF HOUSING

Mr. Chairman: Thank you very much for the confidence you placed in me to be your chairman. As you know, this committee has been given the responsibility of reviewing a number of supplementary estimates, and I presume that it will be the desire or the wish of the committee that we review these estimates in the manner that has taken place in the past. That is, the minister would make an opening statement and a representative of the opposition parties would in turn also make opening remarks and be replied to by the minister.

The first ministry on the list supplied by the Legislature is the Ministry of Housing. If the minister is here I would now ask him to introduce vote 805, and if he has any officials here, to introduce them as well.

Ms. Bryden: Have we decided in which order we will take the other estimates? Will they be as ordered in the book?

Mr. Chairman: It is my understanding that they will be in the order that they were printed in the Votes and Proceedings of March 11. That is, Housing, Government Services, Revenue, Agriculture and Food, Environment, Transportation and Communications and then the Office of the Assembly.

Ms. Bryden: Thank you. There will be a lead-off statement permitted on each of these, I presume?

Mr. Chairman: It will be permitted. The minister will lead off and then each opposition party will have the opportunity to make a lead-off statement as well.

On vote 805:

Hon. Mr. Rhodes: Mr. Chairman, I do not have any formal statement to make. I have just the one item. It is, as indicated in your book, the amount of \$6 million to cover the costs incurred by the ministry in the first-

time home buyers grant plan and is money that was expended as a result of an open-ended programme. The number of valid applications to the Ministry of Revenue, the administrators of the programme, exceeded our estimates by the amount that is shown in the book, \$6 million, and that's the money that we are required to pay as a result of the programme.

I would like to introduce to you my deputy minister, Mr. Crosbie, and there is another gentleman who will be coming in later, Mr. Yurchuk from the Ministry of Revenue, who administered the programme.

Ms. Bryden had asked me today, in the form of a note, for some information and documents. We are in the process of trying to get those for you. I hope we will have them before we have concluded here, and if not, we will get them to you.

Ms. Bryden: Mr. Chairman, Mr. Cassidy, our housing critic, is unfortunately away and he didn't anticipate that this committee would be sitting today when he left, so I'm subbing for him. I would like at the very outset to say that since we last had an opportunity to discuss the estimates of the housing ministry, there has been a development that I think should be discussed immediately. It was raised in the question period this morning. I would like to move that this committee be given the minutes of the Ontario Housing Corp. relating to the purchases of the southeast city land in the Ottawa area, and that we be given an opportunity to discuss the judgement in the case of Karam and Karam vs. the National Capital Commission. There are some very serious comments or allegations made about the Ontario Housing Corp. in that judgement; about their handling of land purchases and some questioning of it. I would like to move that the minutes of the Ontario Housing Corp. relating to these land purchases be made available to the committee and that we be given the opportunity to discuss those.

Mr. Chairman: Ms. Bryden, I appreciate your motion. However, vote 805 does not

include the Ontario Housing Corp. Therefore, I really cannot accept that motion. I would have to say it is quite possible such a motion would be in order after the budget and when this estimate committee sits again after budget time—if the estimates are presented to this committee. Because of the purpose of vote 805 before us today, I would have to rule that motion out of order.

Ms. Bryden: Mr. Chairman. I feel it is a matter of great urgency that these allegations be cleared up. It appears we may have to wait two or three months before we can—

Hon. Mr. Rhodes: Mr. Chairman, I recognize it is out of order, but, Ms. Bryden, I don't know what your purpose is in trying to bring it before the committee at this time. I think I very clearly and straightforwardly stated in the House a few moments ago that I would make a full statement concerning that particular item in the House on Monday. I would respectfully request that the matter be dealt with as the Chairman suggested. I will make that statement—and perhaps once you have heard the statement and received the information, you may not be quite as concerned as you are at the present time.

Ms. Bryden: We won't have the opportunity to examine the minutes in the House; only in committee.

Hon. Mr. Rhodes: That is right.

Mr. Chairman: Do you have any comments on vote 805?

Ms. Bryden: Yes, Mr. Chairman, just briefly; the home buyers grants were put forth as a method of stimulating housing construction. We are very sceptical that it actually did not anything more than clear out the inventories of developers and raised the price of existing houses that were available. We would like to hear the minister's comments as to how many houses he really thought were put into production as a result of the incentive of the home buyers grants.

The second thing is, we would like to look at who benefited from them. That is why I have asked the minister if he can provide us with statistics on the number of grants given to home purchases of varying amounts—say starting with \$20,000 homes, \$30,000, \$40,000, and so on. I think the groups needing housing the most are the low- and middle-income groups—and we would like to see who benefited from the grants.

We would also like to know how many grants went to males and how many went to females—whether there were any attempts by people who had the home in one partner's name to get grants, even though they already owned a home in the other spouse's name. How many grants were awarded by mistake and error and had to be paid back? How many grants were rejected, and for what reasons? What were the geographic locations of the grants? Roughly, we would like to see a breakdown of how many went to each major urban centre and how many went to rural areas.

Without that sort of information it is impossible for us to judge the value of the programme and whether it really did produce the benefits that were aimed at in setting it up; or whether it was more of a pre-election gimmick, as has been suggested by some people.

All I'm going to do in my lead-off statement is just ask for that information, and when we have that perhaps we will be in a better position to discuss the grant.

Mr. Hall: Mr. Chairman, I'm going to confine my remarks to the first-time home buyers grant. The shortness of time allocated to these supplementary estimates does not allow a full review of the government's housing programme, although we all agree it would be nice to do it.

First, I want to ask you this question: How can it be possible that a government was so financially secure just last spring that it could launch these giveaway programmes, and then nine months later—but after an election mind you—it uses the cold hand of financial restraint over everything? The home buyers grant, though, moved a lot of somebody's housing inventory. The press described the unsold house inventory as having grown to enormous proportions in late 1974 and early 1975, and by the end of 1975 inventories in the Toronto area have dropped over 50 per cent, and we suspect that prices went up.

The home buyers grant programme encouraged persons to enter into an ownership position while their income barely allowed them to meet mortgage payments. As the election drew near, the Premier (Mr. Davis) promised assistance on high mortgage interest costs. This undoubtedly increased the funding requirements of this programme by inducing more people to partake of the programme with a safety valve lying ahead for them.

This assistance was referred to in the Treasurer's (Mr. McKeough) programme re-

view as being in place, and shows as recommendation 11.27 on page 263. Now, after having the programme functioning, what does the government do? It back-pedals from largesse with money to restraint and passes increased burdens on to the property tax abruptly by reducing its 1976-1977 Edmonton commitment, and it welshes on its promise of assistance on high mortgage interest costs.

So what will happen to these marginal purchasers, faced with substantial tax increases and no relief from interest costs? I fear that many of them will be in serious trouble. Maybe all of this money should have gone last year to municipalities, which will take it on the chin this year because of the lowered level of expectation.

Looking at the figures, the supplementary estimate is for \$6 million for a grand total of \$60.5 million. However, in a call to the Ministry of Revenue we were advised that 81,052 applications have been approved as of sometime last week. If this is the case, this means that the money requirements are \$81-odd million in fiscal 1976, \$20.263 million in fiscal 1977, and \$20.263 million in fiscal 1978. I would like to have an explanation of the apparent discrepancy.

First of all, where will the \$20 million come from? According to Revenue that is the shortfall. Or there is confusion between the ministries as to the number of approvals? I find it somewhat hard to understand that your ministry used \$54.5 million for the original estimate. I see a copy of an internal report which projected a cost for this programme, I believe, of between \$70 million and \$85 million in the first year. The same report said that such grants are "visible, cancellable and positively received." It sounds like a premium offer on corn flakes.

Yet by far the most critical problem area, the construction of rental accommodation, was passed over in considering grant options. We all know that construction shortages cause high rents, so we got rent review. I have the feeling that you borrowed from calendar 1976 construction business with this election booster, and that starts will really be off this year. Who will buy this year, with restraint, high taxes and high mortgage rates?

I have to turn to the question of what are the predictions for starts this year in Ontario. I find it hard to hope for much of a showing in apartment starts. The matter of who got the money is also disturbing. You were right when you said last fall that a programme without a ceiling is silly. At that time, we

reported that 16.3 per cent were in the \$50,000 to \$75,000 range, 0.9 per cent were in the \$75,000 to \$100,000 range and 0.2 per cent were over \$100,000—a total of 17.4 per cent approximately over \$50,000. [11:15]

If the Ministry of Revenue figures of 81,000 odd approvals are correct and these percentages still apply, it would appear that you gave away in 1976 \$14 million for homes over \$50,000 and will have to give \$3.5 million in 1977 and \$3.5 million in 1978 for homes over \$50,000. I have to get back to the question of what numbers are correct because, if the approvals are lower, then we must have been talking about applications. Therefore, I wonder how come such a high percentage of rejections.

The whole programme raises questions. I can't help being suspicious when I read on page 16 of Budget Highlights, 1975 Ontario Budget: "Expiry of the temporary stabilization measures introduced in the budget ensures the long-run financial integrity of Ontario." If that statement had said: "Introduction of stabilization measures ensures the long-run financial integrity," I might understand. But the text implies that the province will be okay financially when it gets out of such programmes.

Summarizing, I have to feel that the programme was poorly conceived, firstly, because you got poor value for the money in that you have hurt this year's business when it will be needed more. Secondly, you brought marginal purchases into home ownership and jeopardized their equity by the transfer of heavy burdens to property tax and by backing off on mortgage assistance promises.

Thirdly, apparently you don't have a lot of funds and have substantial outlays to face for two more years. Fourthly, a lot of money went to people who really didn't need it.

I would appreciate it if you would answer my questions and clarify some of the apparent gaps and tell us how many starts you expect in Ontario in 1976.

Hon. Mr. Rhodes: First of all, as to the comments by Ms. Bryden, the programme was never intended to stimulate house construction. I think if you go back to the time that the programme was introduced you'll find that it was stated at that time it was to stimulate the sale of houses. There was new construction then and that was fine, but certainly it was a bonus. The idea at the time was to try to stimulate the economy, to get houses moving, to get people into housing—coming

out of rented accommodations into houses of some form from mobile homes on up—and, as a result, to experience by that stimulation in the purchase of homes and in some cases the construction of new ones the purchase of goods and other things that would go into these new homes. It was never intended that this programme be a pure housing construction programme.

Mr. Hall has asked a number of particular questions. First of all, Ms. Bryden, there are a number of things that we just don't have, either in my ministry or in the Ministry of Revenue. For example, we cannot at this stage anyway give you a breakdown on the grants as between males and females recipients. We don't have them specifically for individual urban centres or urban areas. We don't have a breakdown on the exact areas—at least not at this time. Maybe that can be extracted from the information that is available. I don't know, Mr. Yurchuk, if that's possible. If so, we'd have to advance it to you at a later time.

Perhaps I can touch upon some of the points. I am not going to attempt to answer questions that Mr. Hall has placed before me that are not related to this particular vote. We will have ample time to discuss all those questions in some considerable detail when my estimates come forth later on. Not too much later on, I hope. We will then have a chance to go at it in all of the votes in the various parts of the ministry's estimates.

As for the breakdown of information and statistics relating to the programme, the material we have from the Ministry of Revenue breaks it down by various regions of the province. For example, the number of units in eastern Ontario under this programme was 6,368. That is for used or resale homes. The new homes in eastern Ontario totaled 4,452. The figures can be broken down further. In the case of used homes or resale homes there were 5,213 detached, 97 row, 392 semi-detached, 328 condominium townhouses, 199 condominium apartments, five co-op units, and 134 mobile homes.

For new homes, the breakdown is 1,278 detached, 23 row, 234 semi-detached, 849 condominium townhouses, 421 apartment condominiums, 37 co-op units, 548 mobile homes and 1,062 built by the individuals themselves.

Ms. Bryden: Excuse me. This is just eastern Ontario?

Hon. Mr. Rhodes: This is just eastern Ontario, yes. The total for eastern Ontario was

10,820 units, with an average price of \$33,093. The number of persons involved was 31,568, and there were 424 duplexes involved.

Mr. Hall: Do you mean this is the number of people who moved into these units?

Hon. Mr. Rhodes: These would be the people involved in moving into these units, yes.

Looking at the average prices—in eastern Ontario again—15.3 per cent of the units were up to \$20,000; between \$20,000 and \$30,000 it was 26.6 per cent; between \$30,000 and \$40,000 it was 30.9 per cent; between \$40,000 and \$50,000 it was 16.9 per cent; and they diminish rapidly from there on. Between \$50,000 and \$60,000 was 6.6 per cent of the total; then from \$60,000 to \$70,000 it was 2.1 per cent; and from there on it was less than one per cent—0.5, 0.3, 0.1. At \$100,000 it was 0.1 per cent, or a total of 16 units. I can also tell you that there was a total of six units between \$100,000 and \$110,000, six between \$110,000 and \$120,000 and two at \$200,000. This is in eastern Ontario.

Mr. Chairman, I don't want to use up a lot of time. I can go through these figures for each of the regions, but would you prefer that I give the totals for the province?

Mr. Hall: It would be suitable to me, Mr. Chairman, if the minister gave us a copy that gave us the totals for the province to date.

Hon. Mr. Rhodes: All right.

Ms. Bryden: May we have a similar breakdown for the other regions?

Hon. Mr. Rhodes: Yes, it's all here.

Ms. Bryden: Not necessarily read into the record, but would you provide us with a copy?

Hon. Mr. Rhodes: Yes, rather than taking your time in reading them into the record, I will make them available to you. These are the figures as of Feb. 9. We could possibly update the actual figures for you. Just as an example, if I can give you totals quickly for Metropolitan Toronto. There were 16,005 units with an average price of \$50,153 with 48,494 persons, and 732 duplexes involved in that. Again, I won't go through all the details. The largest group in the area of price was 4,649 units between \$40,000 and \$50,000 which is 28.9 per cent of the total in Metropolitan Toronto.

Mr. Hall: You are boggling us with statistics.

Hon. Mr. Rhodes: No, I am just attempting to give you the information you have desired. I could sit here and read it continually. For the benefit perhaps of me, Mr. Germa and, I guess, Mr. Lane from the north, in northern Ontario there was a total of 6,309 units for an average price of \$26,835 involving 19,421 persons. Of that, a total of 4,483 were used units and 1,826 were new. The largest group was in the price range between \$20,000 and \$30,000, that's 31.8 per cent. Up to \$20,000 it is 30.2 per cent so it would appear that the people in northern Ontario purchased homes at a lower price than they did in some of the other areas of the province.

Let me give you the statistics for the whole province. The total number of units—again, this is as of Feb. 9—74,540. That has been updated, I think; Mr. Hall's corrected it so \$1,000 is quite correct. The average price was \$39,118. There were 47,749 used units and the number of new units was 26,791. The largest area of price, the largest percentage, was between \$30,000 and \$40,000—that is 21,180 units, 28.3 per cent of the total. Between \$40,000 and \$50,000, it was 17,498 units, with the percentage of the total being 23.4. Nineteen per cent of all the units in Ontario were above the \$50,000 mark; from \$100,000 and up, the percentage was 0.458, a total of 342 units out of a grand total of 74,500.

Ms. Bryden: How many were over \$200,000?

Hon. Mr. Rhodes: Over \$200,000? There were 36 units. There were two in eastern Ontario.

Ms. Bryden: The 342 units over \$100,000 include 36 over \$200,000, is that right?

Hon. Mr. Rhodes: Yes, I can give you a breakdown on it. Between \$100,000 and \$110,000, there are 111 units. Between \$110,000 and \$120,000, 67 units. Between \$120,000 and \$200,000 there are 128; and \$200,000 plus, 36.

Ms. Bryden: Thank you.

Mr. Hall: Just so I understand there are roughly 15,000—14,500—units in the bracket over \$50,000; is that the number?

Hon. Mr. Rhodes: Yes; I didn't add them up but I think you are right—over the \$50,000 mark, right. The greatest number of those

would be in the Metropolitan Toronto area. Although it isn't broken down municipally, by specific urban areas, I think you could probably say with a degree of accuracy that Metropolitan Toronto, Ottawa, Hamilton and London are the areas where the prices would have been higher.

Mr. Gregory: Through you, Mr. Chairman, to the minister: I noticed you mentioned in your statistics the type of housing known as co-op units. I was given to understand, through one experience reported to me that co-op units were not eligible for first-time home buyers grants. The incident was brought forward because one applicant was turned down. He brought it to the attention of the ministry, but there were several others in that co-op, had received grants and were now being asked to pay them back. Are they eligible for purchase?

[11:30]

Hon. Mr. Rhodes: I would have to say, according to the statistics, some certainly will be—because we have here a list throughout the province of 86 used co-op units in total; and under new there were 64 in total across the province. My information is, yes, they were eligible for purchase. Now, that would be to purchase and not for any rental area.

Mr. Gregory: So the answer I got back in one instance, that they were not eligible, would not be correct? There would be another reason that they would be turned down?

Hon. Mr. Rhodes: To the best of my knowledge, the programme included co-ops; and if they were turned down I would have to see the specific application to find out if there was some other reason. But, Mr. Yurchuk, I don't think they would be turned down simply on the grounds that co-ops were not eligible, because they were.

Mr. Yurchuk: Not specifically, no.

Hon. Mr. Rhodes: Regulations 310 and 544 both deal with co-ops coming into this programme.

Mr. Gregory: I should really go back to the ministry to find out the specifics.

Hon. Mr. Rhodes: I would think so, to the Ministry of Revenue, yes.

Mr. Kerrio: Just as a point of clarification, Mr. Minister. In relationship and comparison, say, of the north and Metropolitan Toronto to other areas, when we take aver-

ages, how much would the land value reflect on the averages? If you follow me, you could be building a \$25,000 unit in the north and end up with the same unit that costs \$40,000 in Toronto.

Hon. Mr. Rhodes: Yes, I think that's true in some parts.

Mr. Kerrio: It's the relationship. I am just saying that it's really not relative to the value of the home being built in the sense of the average cost to the homeowner.

Hon. Mr. Rhodes: No, that's probably correct. In some parts of the north you will find that the land costs are substantially lower than they are in Metropolitan Toronto and areas immediately adjacent. I can tell you, though, that building costs in some parts of the north are a devil of a lot higher.

Mr. Kerrio: I appreciate that.

Hon. Mr. Rhodes: I can give you an example of the town of Red Lake where the cost to service a lot was in the vicinity of \$27,000—just to service it, you know—which is just a little heavy. This is because of the type of terrain. But I would say on balance that you are probably quite correct; that the total package in many of the northern communities would be lower than you would find in southern communities.

Mr. Kerrio: There was one other point I would like to make in asking a question in this regard. It may be worthwhile looking at the building criteria and not having someone invest in land through a home buyers grant to purchase a valuable piece of land, as opposed to the value of the house that goes on it. In other words, they wouldn't be speculating in land with the grant—as opposed to buying a simple lot and building a house on it.

Hon. Mr. Rhodes: There had to be a unit on the land, of course. I think what you are saying is that someone may buy an older home on a valuable piece of land, and really is looking to get the land and not necessarily the house. I am sure that may have happened. We haven't broken that down.

I just want to touch on the point that you are making on price. In northern Ontario, for example, the average price of a home that was built by the individuals themselves was \$29,705; whereas, if you go to eastern Ontario it is \$31,982 or \$2,000 more, central Ontario, excluding Metro, is \$46,537, and when you get to Metropolitan Toronto, for owner-built houses, the average price was

\$87,750—and that would include, of course, the price of land. So you are running about \$40,000 difference between—oh gosh, more than that—between the northern and the southern Ontario averages.

Mr. Evans: One question, Mr. Chairman. I have two applications in my riding—there may be more—that were turned down. Now, these were used houses, but they claimed that the value of the house was too low. What I would like to know is, who inspects these houses? Do they really go out and inspect these houses to find out what the market values of them are? For instance, I know these houses which were turned down and I don't understand why they were turned down. I just wondered if they inspect them.

Hon. Mr. Rhodes: My understanding is that the assessment branch of the Ministry of Revenue were the people who made any evaluation as far as the buildings were concerned. Mr. Yurchuk, is that correct? Your assessment branch made evaluations as far as whether they were—

Mr. Yurchuk: Yes. In some cases we do have the members of the assessment division of the Ministry of Revenue actually going out there and verifying certain facts. That would include their estimation of fair market value.

Mr. Evans: These people claim they never were inspected. They were just turned down because they said—I know of one couple who bought an old house. I am advised they had no toilet in the house and they had to put in a bathroom. They bought it for \$15,000 and spent another \$15,000 on that house so it would be livable, but they were turned down on the application. I have your people looking into it now but I just wondered whether or not you really did go out and inspect them. I don't think you did.

Mr. Yurchuk: I can't say whether or not these two particular ones have been inspected. I could just make the general statement that we do have people who do go out and inspect houses.

Mr. Germa: Mr. Chairman, I'm looking at the estimates for 1975-1976 of \$54.5 million. I add to that the \$6 million in the supplementary, which gives a total of \$60,500,000.

Hon. Mr. Rhodes: Mr. Chairman, I want to apologize to the committee. I did leave out a figure and I was misled in the beginning. It was drawn to my attention when we got into discussion. You are absolutely correct.

The \$54.5 million was the original 1975-1976 estimate. There was a Management Board order approved on Jan. 20 of \$25.5 million which brought it up to \$80 million. The supplementary we are dealing with will bring us to the \$86 million. I apologize to the committee for not giving that information earlier.

Mr. Hall: An order for \$25 million?

Mr. Germa: We have an \$86 million total on this programme?

Hon. Mr. Rhodes: Yes, that is correct.

Mr. Hall: Mr. Chairman, may I ask why the \$25 million and \$6 million would not appear in the supplementary?

Hon. Mr. Rhodes: When the House is not sitting it can be handled by Management Board approval for moneys required to be spent on that sort of open-end programme. When the House is in session, we must come in for any other moneys; if the House is not in session it can be handled by Management Board warrant.

Mr. Hall: Is this a cash flow programme? Has that money been paid out?

Hon. Mr. Rhodes: Yes.

Mr. Germa: The thing is getting even more disastrous than we thought. This programme, to my mind, accomplished nothing whatsoever as far as house construction in the Province of Ontario was concerned. We are up to \$86 million; how does that fit with a letter I have, dated March 1, 1976, signed by the Treasurer of Ontario, wherein he says, "Our preliminary assessment is that the first-time home buyers grant encouraged the purchase of 90,000 homes in Ontario during the nine months of its operation."

Even with the \$86 million, I can see you are \$4 million short already according to the Treasurer.

Hon. Mr. Rhodes: In the first year of the programme, it was \$1,000 per unit and then \$250 for the next two years. There will be money in my estimates in the coming fiscal year and there will be money required in the following fiscal year to meet the commitment, as it was originally, to meet the \$1,500.

Mr. Germa: You are going to need another \$45 million next year to pay the \$250.

Hon. Mr. Rhodes: That is right.

Mr. Germa: You are going to need another \$45 million next year to meet the second commitment according to—

Hon. Mr. Rhodes: No, \$22 million.

Mr. Germa: Yes, \$22 million. There is another \$45 million added on to that within the next two years.

Hon. Mr. Rhodes: That is correct.

Mr. Germa: But according to the Treasurer (Mr. McKeough), even at this early date, you are still \$4 million short of meeting this year's commitment, when the Treasurer tells me that 90,000 homes have been purchased in this nine-month interval we are talking about.

Hon. Mr. Rhodes: Remember, Mr. Germa, there are 4,000 qualified applicants that—let me start it this way: You cannot get your grant until you have moved into the home. There are some applicants who will be receiving the grant under the programme in the next fiscal year; there are 4,000 of those applicants who qualify and will receive the initial \$1,000 in the first three months of the next fiscal year. There is \$4 million there that will be required in the next fiscal year for qualified applicants.

Mr. Germa: That's going to mean another \$26.5 million next year.

Hon. Mr. Rhodes: Yes.

Mr. Germa: That takes care of the discrepancy then between the Treasurer's 90,000 and your 74,000.

The second question was raised, I believe, by Mr. Evans. The programme went along okay up to and including the day of the election, but after election day things seem to have changed and it appears that the government is trying to escape its liabilities and its commitment. Even though the commitment is ridiculous, I think the government has to live up to what it said it was going to do.

I'm talking about rejections on the basis of not being fair market value as enunciated in section 1(g). My impression of fair market value is what a willing buyer will pay a willing seller. That is the traditional method of establishing fair market value in the free enterprise system. That's the only way you can establish fair market value. No one can go in and say that, in his opinion, you haven't paid the market value. Because when two people are making a deal, and they come to a deal, that is the fair market value, even if you agree or not. Time and time again I've been getting complaints about rejections on the basis that the applicant has not complied with section 1(g); he has not paid fair market value.

Hon. Mr. Rhodes: Mr. Chairman, I can't comment on the rejections because, as I indicated at the very beginning, this particular figure is in my estimates as the funding agency, and the administration of the particular programme was carried on by the Ministry of Revenue. So any rejections on any interpretation of the Act were done by the Ministry of Revenue, concerning questionable arrangements being made between the vendor and the purchaser. Perhaps Mr. Yurchuk could comment.

Mr. Yurchuk: The main reason for having a concept of a fair market value was to prevent sales of homes which would include substantial amounts of gifts. For example, we've received some applications where the house was sold for \$1. That would be an abuse of the programme, in our interpretation, and for that reason the concept of fair market value is being used.

As to the tolerance of what is considered fair market value for assessment purposes, the tolerance that would be acceptable for this programme is still being reviewed by the minister and will be coming out shortly.

Mr. Germa: Could I ask how many applicants have been refused on account of section 1(g)—people who you think have not paid fair market value?

Mr. Yurchuk: I'm sorry, I don't have that figure.

Mr. Germa: Could I record a case in point? I have the case of a Mrs. Susan Gobbo, 157 Darby St., Sudbury. She paid \$29,000 for a house. She bought it through Peter Lush Real Estate Ltd.; the thing was on the market and advertised through a real estate agency. She bought it from a Mr. Larivierre who is no relation, a stranger to this person, Mrs. Gobbo. She paid \$29,000 in northern Ontario where the average price, according to the minister, is \$26,835. And yet a rejection slip came back that she did not pay the fair market value.

Here are two strangers exchanging property through a licensed real estate agency. The house was widely advertised and yet that was the price arrived at, and I cannot for the life of me understand how the Ministry of Revenue can go in and say you didn't take market value.

[11:45]

Mr. Yurchuk: I would appreciate getting that specific case and we will look into it.

Mr. Germa: There has been a letter on the minister's desk for three weeks now.

Hon. Mr. Rhodes: I would have to say, Mr. Germa, that that particular case probably deserves to be reconsidered immediately, because, as you have related the facts here, it seems to me that that particular person does, in fact, qualify, and it's a matter that the ministry should definitely look at.

Mr. Germa: I think you as the minister should impress upon the Ministry of Revenue that it is deliberately obstructing your programme. This section, 1(g), fair market value, now I appreciate the problem you faced with the person who paid \$1, but my God, when a person pays \$29,000 in northern Ontario, through a real estate agency—if this had been a private deal you could maybe think there was something underhanded, but when it comes through a real estate agent, widely advertised, fair market value was established.

Hon. Mr. Rhodes: I am very pleased to have Mr. Germa on the record as saying that anything that is dealt with through a real estate agency is all very proper and above board. We will certainly look into that.

Mr. Germa: Will you impress upon the Minister of Revenue (Mr. Meen) that it is not his purpose, it is not his job in life, to obstruct your programme?

Hon. Mr. Rhodes: I certainly will.

Mr. Germa: Because it appears to me that there is deliberate obstruction going on here. Also, Mr. Minister, you are aware of the International Nickel Co. selling out the town of Copper Cliff?

Hon. Mr. Rhodes: Yes.

Mr. Germa: I am getting rejection slips on account of those sales. Certainly, they were not done through a real estate agency, but the International Nickel Co. is not a charitable institution. The International Nickel Co. is selling houses that they have owned for 70 years. I have a house in question which was 72 years old—which in this day and age is not worth a hell of a lot of money—a four-room, frame bungalow, sitting on stilts; a typical miner's house.

Certainly, when you come along with a price of \$8,000, maybe to the Minister of Revenue that doesn't look like fair market value, but my God, when you look at the house—with its tarpaper roof, sitting on stilts, 72 years old, frame, four rooms—\$8,000 is a good market price for that house. Yet I am getting rejections, and there are 300

sales in the town of Copper Cliff which came under this time frame.

Hon. Mr. Rhodes: As you know, Mr. Germa, you and I have had some exchange of correspondence and discussion on that situation in Copper Cliff, and we overcame some difficulties. I would have to agree with you, knowing the area you are talking about and having been in the community, that for some of the buildings in that community \$8,000 is a good price. If there are rejections there, I think each of these should be looked at. I can tell you this, the Minister of Revenue and I have had discussions on the rejections. We have had information brought to us concerning rejections based upon where the act of the purchaser of the property, through no fault of his own, through an act of some government agency—either federal or provincial; in some cases, municipal—delayed the individual from being able to qualify for the programme, and we are looking at those particular instances in the hopes of bringing equity into each of these situations. If you can document these cases to myself or the Minister of Revenue, I think they can be dealt with on an equitable basis.

Mr. Germa: I am not going to be able to look at all the 300 sales or whatever, 1,000 sales, in the city of Sudbury.

Hon. Mr. Rhodes: No, I am referring to any rejections that you may have had brought to your attention.

Mr. Germa: Every rejection doesn't come to my attention. It's only those people who are wise enough to know that I am in business who come to me. Certainly I do try to go after them, but I say it again, I think there is a deliberate programme of obstruction to pull the government's fat out of the fire as a result of the bad decisions in this programme.

Hon. Mr. Rhodes: I don't think that's at all correct; that is your assumption and your opinion, and I can assure you that the Minister of Revenue has not in any way indicated to me that he is trying to obstruct this programme. On the contrary, he has attempted on a number of occasions, and I have met with him on a number of occasions, to iron out some difficulties that we have found. We don't pretend by any stretch of the imagination that this programme has operated as perfectly and as smoothly as perhaps it could have or we would like it to have, but on the whole I think the programme has worked out fairly well. Sure, there are some areas

where we may have to re-examine what has happened. We are prepared to do that. I do not accept the criticism that the minister is trying to obstruct what the programme is intended to do.

Mr. Germa: I get the impression and the feeling that there is a resistance and a reluctance in the past few months.

Hon. Mr. Rhodes: Mr. Germa is going in both directions here. On the one hand, he is telling us the programme is no good and that we spend too much money, and, on the other hand, he tells us the programme is not being administered properly and that we're obstructing it. I don't understand.

Mr. Germa: You've got to be responsible for your actions now. I have my own impressions why this programme was instituted and I think you know too why it was instituted. The events that have transpired since the day the programme began may have changed, and there is no more political benefit to the government of Ontario to continue this pay-out, so I suspect that they are trying to escape the liability.

Hon. Mr. Rhodes: I totally reject that.

Mr. Germa: That's my impression.

Hon. Mr. Rhodes: It's your impression and I totally reject it. I think it's impossible.

Mr. Germa: I brought two vivid cases to mind here, if that's not evidence in my book of the government trying to escape its liability—

Hon. Mr. Rhodes: Have you brought both of those cases to the attention of the Minister of Revenue?

Mr. Germa: Yes, I have.

Hon. Mr. Rhodes: Then I am satisfied that both of those cases will be looked at and dealt with in an equitable manner.

Mr. Germa: What I'm wondering about is the people who don't get to my office. How do they get the problem resolved? Do they just walk away grumbling about the government of Ontario being a bunch of sharpies?

Hon. Mr. Rhodes: I don't know how you deal with those. I'm assuming you can only deal with those matters which you are made aware of. I still feel that the programme is being administered fairly and in an honest manner by the Ministry of Revenue. If the people walk away feeling that way about it, I think people are competent to sit down and

either contact their local member or write to the minister and have their matter dealt with.

Mr. Germa: You know that most people are not that sophisticated that they know how to deal with and get around the red tape and the bureaucracy of government. Most people will walk away in disgust.

Hon. Mr. Rhodes: If you aren't keeping a high enough profile in your riding that people know who to go to, that's your problem, not mine.

Mr. Germa: The misdeeds of this government are keeping me working 22 hours a day already. This is just another problem on my lap in trying to correct these things which should not even have happened.

Hon. Mr. Rhodes: The imagined misdeeds of this government that you keep talking about keep me going 24 hours a day, so we're even.

Mr. Germa: It's time to clean up the act as far as this programme goes.

Hon. Mr. Rhodes: The act is pretty clean. If that's the only complaint you've got about this whole programme, I think we're in pretty good shape.

Mr. Germa: I have a complaint about the total outlay of money—the total waste of government funds. You didn't put any ceilings on house prices. Hon can I readily agree to subsidize a person who can buy a \$200,000 house? How can I readily agree to subsidize a person who can buy a \$100,000 house? Of all of the weaknesses in the programme, this should have been on the basis of need. When you're handing out a crust of bread to somebody at the very low income level, you go through his income with a magnifying glass. Then here is somebody with a \$200,000 house and you hand him a \$1,000 bill—we talk \$1,500. The whole programme is ridiculous from day one. At least you made the commitment and you shouldn't be allowed to escape your liabilities.

Hon. Mr. Rhodes: There is no intention of trying to escape the liability. That's why I'm here asking for \$6 million more. That's why I've already told you and you've discerned quite rapidly that it's going to cost us \$26 million in 1976-1977 and another \$22 million plus the following year. I don't think we're trying to escape our liabilities at all. We have those liabilities and we know they are there and those moneys will be requested through the estimates.

Mr. Germa: You are throwing up roadblocks or somebody is throwing up roadblocks already and I can see new roadblocks coming in for the next two years. That's the reason I raised it. I'm asking you to talk to the Minister of Revenue.

Hon. Mr. Rhodes: I certainly will.

Mr. Germa: I'll take your word for it that you are not obstructing but I say again somebody is obstructing it and it has to be in the Revenue department.

Mr. Hall: I would like to go back to the matter of mortgage interest and to 11.27 of the special programme review which stated: "In view of the introduction of tax credits to offset interest charges over 10¼ per cent on mortgages ..." is the minister not—

Hon. Mr. Rhodes: Mr. Chairman, with the greatest of respect, there is absolutely nothing—

Mr. Hall: If I could just make my point, Mr. Chairman.

Hon. Mr. Rhodes: I don't see any point to it. As I told you, I will make a statement in the House because we are wasting the time of the committee.

Mr. Hall: Does the minister not feel that the promise of assistance by the province on the cost of mortgage interest over 10¼ per cent induced people to buy and increased the funding rate for this programme? This is my point.

Hon. Mr. Rhodes: No.

Mr. Hall: It didn't have a positive effect on more people applying—you don't feel that?

Hon. Mr. Rhodes: No, I don't think so at all. On the contrary.

I think, Mr. Hall, you have considerable expertise in this area. It seems to me that if you can reduce the size of the mortgage by \$1,500 and then amortize that \$1,500 over 20 or 25 years, that is a substantial reduction in the amount of money that you will pay in interest over that period of time. I think anyone would sit down and calculate that who was going to buy a home. If they had, let's assume, \$3,000 for a down payment and they could increase that down payment to \$4,500, that \$1,500 amortized over the 20- or 25-year period is a substantial reduction in the amount of money that individual will pay for that home. I think many people sat down and calculated that; I know I certainly

did when I saw the programme coming on. I calculated what sort of saving that was going to give to an individual.

Whether it's equitable or not in the total scene it certainly helped a lot of people. If you take a look at the average price for Ontario, especially if you could remove Metro from that particular figure, you would find that people were buying homes at a moderate price and saving substantial money.

Mr. Hall: Well, with all respect, I believe that you are editorializing more than I am now—

Hon. Mr. Rhodes: You brought the subject up.

Mr. Hall: —but I still suggest to you that aside from the grant, the statement by the Premier of the province (Mr. Davis), obviously backed up by the programme review, that homeowners would be protected over 10¼ per cent would induce people to buy houses in no uncertain terms. However, you have said—

Hon. Mr. Rhodes: Mr. Hall, I will just make this one final comment. This programme came into being—it was announced by the government—in April, 1975. Any comment made by the Premier relating to mortgage interest was well on into the fall and I can assure you that if you take a look at the number of applications that came in on this programme, it sure as blue blazes wasn't related to the statement made by the Premier.

Mr. Hall: I believe your statement in the House in November indicated that at that time you only had 31,679 grants—on page 982.

Hon. Mr. Rhodes: That's the number that had been processed at that time. It was drawn to your attention that we had got quite a number. The figures I have as of Feb. 9, is 74,000, and you and I both know it is at 86,000, counting the applications that have yet to be processed but that do qualify.

Mr. Hall: That's right, and we were still hoping for mortgage interest rate protection.

Hon. Mr. Rhodes: Not at April, we weren't—and you know it.

Mr. Hall: Not at April—

Hon. Mr. Rhodes: And I think it is irresponsible for you to attempt to sit here and mislead this committee on that particular item.

Mr. Hall: Well, Mr. Chairman, I certainly wouldn't want to mislead the committee, I will tell you that.

Hon. Mr. Rhodes: I know you wouldn't.

Mr. Hall: I would like to ask you one further question. Does the minister still insist that new construction was not one of the prime purposes of the programme as you advised Ms. Bryden in an earlier comment? Was it not one of the prime purposes?

Hon. Mr. Rhodes: No, it was anticipated that there would be new construction, but one of the main purposes of that particular programme—combined with others that we have been substantially criticized for as being nothing but election gimmicks—was, as announced by the Treasurer (Mr. McKeough) at the time, something to stimulate the economy, the same as the reduction of the sales tax on automobiles was, in the hopes of being able to stimulate the economy and get production going.

We knew that there would be some new construction. We also included the purchase of existing homes for the purpose of having people buy, for example, condominiums that were available on the market—to have people buy them, move into them, buy the necessary furnishings and draperies and what have you that will go into those new units and hopefully stimulate the economy in that way. I think it did that.

[12:00]

Mr. Hall: Mr Minister, may I ask you one further question? Do you feel that in effect you borrowed from your construction potential for calendar 1976 budgets? Are we now going to have an unstimulated construction economy because of this fairly substantial amount of money, in a year when we probably need more than we did in 1975?

Hon. Mr. Rhodes: No, I don't think we borrowed from it. I think we may have brought on stream houses that might not have been built in 1975, that rather would have been built in 1976 or 1977—and that were built in 1975. But the housing stock is there; they have been built. If it draws away from the construction industry for 1976-1977, it would be because there is no demand. And you and I know there is a demand. So I would say that as far as construction is concerned there shouldn't be any drop-off. The demand is there. It is a question of whether the people are prepared to buy the houses at the prices that they are being offered at.

Mr. Hall: Mr. Minister, were you aware of any consideration that we might have done something with rental accommodation in this programme when you were trying to decide what you should do? I know it is hindsight, but would you not have felt that this would have been helpful?

Hon. Mr. Rhodes: No, I am not aware of any desire to use it for rental. Many of the people that made the purchases with the \$1,500 grant were people who moved out of rented accommodation into ownership; many of them were.

Mr. Hall: It is my point that rental accommodation was the most critical area in residential accommodation. It seemed to be bypassed in favour of this other type of grant. I just have to wonder whether that was good reasoning.

Hon. Mr. Rhodes: Mr. Hall, I think you are well aware that the construction of rental accommodation in this province has been declining substantially since 1972. The desire on the part of developers to build rental accommodation was falling off.

The ability of Ontario Housing to build rental accommodation for families was being stymied in a number of areas. This programme, if nothing else, took a lot of people who were in rental accommodation and put them into housing—into their own units—which obviously had to free up some rental accommodation. So, I think you accomplished—in a small sense perhaps in the total picture—but you did provide more rental accommodation.

Mr. Hall: "In a small sense," you said.

Hon. Mr. Rhodes: I think if you take the number of units—if you take eight million people in this province and you take the number of units that were developed. You know as well as I do—because I have listened to you say these things—the real crunch as far as rental accommodation. I recall the debate on rent review quite vividly. The real crunch on rental accommodation is in cities like Toronto. Some of your colleagues in the Legislature have said to me quite openly that you didn't have the problem in London; you didn't have the problem in Kitchener.

Mr. Hall: This grant has been used more in this Metro area than in other areas. I would suggest to you that you could have assisted three rental units for each home purchase unit with the cost funding that you are doing.

The last thing I would like to worry a little bit more about, Mr. Minister, is this \$25-odd million that had gone to accommodation valued at over \$50,000 in your total programme by time of expiry. It is a substantial amount of money and I obviously assume this wasn't envisaged when the programme was initiated. Is that a fair statement?

Hon. Mr. Rhodes: I can't say that we knew at the time the programme was being developed what type of house was going to be purchased or what type was going to be built. But, again, I draw to your attention that if you consider the Metro market in the total picture—and I think you have to because this is where the people are and this is where the demand was—if you consider the Metro market in the total picture, where your average price was \$50,972, you're talking of a total number of units, 12,017, going above the \$50,000 mark, and boosted substantially by the market in Toronto.

If you look at the number of new homes built, which apparently was one of our goals, there was an average price of \$87,750. At \$50,000, I've drawn a line across the paper and said everything above \$50,000 was 19 per cent of the total number of units.

I think if you tore your statistics apart a bit more and narrowed that down to the prices in Toronto and how they affected the averages, it would probably be easier to go up to \$70,000 in Metropolitan Toronto, for the number of units. As an example, between \$50,000 and \$70,000 you've got 13,000-plus units built. I would suggest that those are brought up very high by the Metropolitan Toronto area.

Mr. Hall: That concludes my questions. You've tried very hard to defend the situation, Mr. Minister.

Mr. Lane: Mr. Chairman, I would make a short comment that might be helpful in the matter Mr. Germa was bringing up. I have had and am still having some of the problems that Bud mentioned—people calling me to get a clarification of what the situation is and how long they still have to get the grants and so forth because there's been a holdup in registering the deed in the land office or something of this nature.

I found out that the northern affairs officers are very knowledgeable about this programme and have been very helpful to me when I've been out of the riding. My wife simply tells the people that I'm away and to call the gentlemen at the northern affairs office. They've been most helpful in getting

some of these things straightened out. Maybe that might be of some use to Bud if he's having the problems I was having, and still do have in some cases. Just a comment, Mr. Chairman.

Mr. Germa: That substantiates my contention that the government is being obstructionist in its programme. I think everybody is having trouble across the province.

Mr. Lane: I think an awful lot of people are having difficulty understanding whether or not they're entitled to it. Maybe they moved into their homes before the date or after the date or maybe the deed wasn't registered. There are many things which can happen and which have no relation to the government but it's certainly of concern to the people who are involved. We had a lot of useful help and I just wanted to pass it on for what it's worth.

Hon. Mr. Rhodes: Let me make one comment. I'll give you an example of the sort of thing which happens and which we'd like to try to rectify but we've no way of knowing until the whole thing resolves itself.

We had qualifying times, as you know; times when you had to have these things in. We had a situation in which a piece of property was owned by someone who lives in Florida and there was an offer to purchase. The offer to purchase was accepted; it was signed by the owner of the property in Florida and put in the mail and sent back to the individual who would then have had time to make his application and qualify.

But while that letter was on its way from Florida the postal workers went out on strike and so the letter sat in some post office somewhere—maybe down here on Front St.—until the strike was over. By the time the letter got back to the intended purchaser the time limits had all gone.

We had no way of knowing that, of course, until that individual brought it to our attention. That particular item is being cleared up and handled properly. The individual had no control whatsoever over that situation.

It's not intended to obstruct anyone. If we know about these situations we try to clarify them and to rectify the situation as quickly as we can. I regret that you have the attitude that everybody in the world is against everything. That's an unfortunate situation you have to live with.

Mr. Germa: No, just this government, not everybody in the world.

Hon. Mr. Rhodes: I know the odd mistake is made in those utopian provinces out west—rapidly being reduced in number—but we won't get into that.

Mr. Germa: I don't think they make false promises and try to renege on a promise when it turns a little bit too expensive for them which is the case here.

Hon. Mr. Rhodes: We haven't done that either.

Mr. Germa: You know damn well that this programme has got too expensive for you.

Hon. Mr. Rhodes: We haven't done it either.

Mr. Germa: Your estimates indicate you only had \$54 million. That is what you were willing to spend on the people of Ontario. Now here you are, almost double.

Hon. Mr. Rhodes: No, that's what we thought we would have to spend. We found the programme was more popular than we had anticipated and we're meeting our commitments. I'm pleased to know you feel we should meet our commitments because if you happen to be around when our estimates come on in the following year you will be able to vote "yea" most heartily in favour of the extra \$26 million, in order that we meet our commitments.

Mr. Kerrio: The Minister of Culture and Recreation (Mr. Welch) is having a tougher time giving the money away than you are.

Hon. Mr. Rhodes: We're about even.

Mr. Johnson: Mr. Chairman, Mr. Minister, I have a couple of remarks to make. There have been questions about the success of the programme. I think you mentioned just now that it has been most successful. This is the problem that you have created in my riding; my constituents are concerned that you're not going to reintroduce it this year and they have given me a blast for this reason. I feel, if it's the concern of the people in this House that we create housing to relieve the housing shortage and we have a programme that has been so extremely successful, that maybe instead of being so concerned with cutting down why don't we consider some method of reinstating it, or at least look into the possibility of carrying it on? Possibly we're not financially able to do so, but it certainly is a programme that has relieved some of the housing shortage, and I don't think anyone can deny this. As far as price is concerned, in my riding alone—it's

a riding that stretches about 100 miles from the south to the north—there is a price variance of \$20,000 to \$30,000 in the houses coming on the market, so it's very hard to set a criterion that certain houses should be exempt from this programme.

Hon. Mr. Rhodes: Mr. Johnson, I don't expect that we're going to see the programme back as it has been operated during its lifetime. I am on record as having said, and I repeat again, that I believe this programme has to have some sort of ceiling on the value of the home. I really don't see the need for a government subsidy of any kind for somebody who is building a house for \$100,000. I know that if I was going to build or buy a home for \$100,000, my decision would not be changed by whether I got \$1,500 from the government or not. I do believe that there should be some sort of ceiling, just from the experience that we've had with this programme. What that ceiling was would be open for discussion, but the ceiling would have to be such that it would include the very high cost areas such as Metropolitan Toronto.

If you were to have that programme, let's say you set the prices say, for conversation's sake, at \$70,000 because of Metro. In my community, or in Bud's community, a \$70,000 home is pretty substantial, and we'd probably both be criticized because somebody built a \$70,000 home in Sudbury or in Sault Ste. Marie with a \$1,500 grant. I don't think you can make flesh of one and fowl of another. If you are going to allow \$70,000 in Toronto it should apply to the rest of the province as well, because if we didn't do it we'd get lashed from pillar to post for catering to the needs and wants of Hogtown. I don't think we want that either. We do need a ceiling of some kind, I think, if this programme is to go on, but I don't anticipate it will.

Ms. Bryden: Mr. Chairman, I was very glad to hear that the minister, in hindsight anyway, now concedes that there should have been a ceiling on the programme. I think when the original estimate went through, this was suggested by our representative — although I wasn't in the House at that time but that was my understanding—but the government turned it down at that time. Perhaps they didn't realize how many people were going to climb on the bandwagon.

It certainly seems to me that the expenditure of \$134 million, which is going to be the total cost of this programme, could have been used much more to provide low-income housing, or rent supplements or things like that.

I'm sure it would all have been spent on furnishings and other household needs and would have stimulated the economy as well. So it's really a question of who was doing the spending in this case. Also, as to whether it actually did have any effect on housing production, even though the minister said that wasn't one of the objectives, that was certainly the understanding that I had when it came out. There was a six per cent drop in housing starts in Ontario last year so it didn't seem to have that much effect. I think there would have been more direct ways to stimulate housing starts. I wanted to pursue the figures again a bit more. You said that 74,540 units have received the subsidy and we are budgeting for 86,000 units on this vote.

[12:15]

Hon. Mr. Rhodes: That's as of Feb. 9.

Ms. Bryden: Does that mean that 11,460 applications have been approved since Feb. 9 but have not been paid?

Hon. Mr. Rhodes: On March 10, approved were 81,858 and we have received a total of 115,961.

Ms. Bryden: Are these applications?

Hon. Mr. Rhodes: Let me qualify those. The original applications received were 92,018 and the replacement applications received were 23,943, for a total of 115,961. The number approved as of March 10 was 81,858.

Ms. Bryden: I am sorry, I don't quite follow. You said 92,000 original applications. What were the replacement applications?

Mr. Yurchuk: This is where the application is incomplete. It's missing some documents that are required in order to have it processed properly. These will be applications of that type. They happened primarily at the beginning of the programme when it was not all that apparent to everyone what kind of documentation would be required.

Ms. Bryden: Do I take it then that there were 92,000 applications received and there were 86,000 granted?

Hon. Mr. Rhodes: No, 81,858 have been approved.

Ms. Bryden: Well, then, where is the extra? You expect that you need \$86 million, which is presumably 86,000 grants.

Hon. Mr. Rhodes: There are 4,000 in round figures still in the mill. That is what I was

referring to when I was responding to Mr. Germa's question; the 4,000 that would come on into what will be required to be paid next year.

Ms. Bryden: But you are asking for 86,000 and you say 81,800.

Hon. Mr. Rhodes: That is a point I want to get cleared. We have 81,858 approved now. The estimates are looking for 86,000.

Mr. Yurchuk: The other 5,000 applications are those that are expected to be approved between now and the end of the fiscal year.

Hon. Mr. Rhodes: The money then will be required for those from this fiscal year.

Ms. Bryden: Does that mean that there are still 5,000 applications that have not been processed?

Hon. Mr. Rhodes: They are in the process of being processed. I hope they will be completed by the end of the month.

Ms. Bryden: Do we know how many applications were turned down?

Hon. Mr. Rhodes: Yes, 3,901 applications did not meet the qualifying criteria of the legislation. I point out that that is 3.4 per cent of the total applications.

Ms. Bryden: Can you give us an indication of what was the principal reason for them being turned down?

Hon. Mr. Rhodes: I can't; I don't know if Mr. Yurchuk can or not.

Mr. Yurchuk: I am not sure of the principal reason, but among the major reasons were prior ownership of a housing unit. I don't have the exact breakdown of the reasons.

Ms. Bryden: May I ask then, on the ownership, was it possible if the husband and wife owned a house which was held only in the one person's name, that they could qualify for grants assuming they moved into the new house and then did not live in the other house?

Hon. Mr. Rhodes: Perhaps I should answer that. As far as the legislation is concerned, no, they were not; but it is my understanding that sort of thing may have happened and went through in the processing of applications. It's one of the things that have given us problems, and there are some prosecutions pending as a result.

Ms. Bryden: Do you mean the legislation really prevented it? It was considered a fraud?

Hon. Mr. Rhodes: Yes, it would be considered to be a fraud; it was considered improper as far as the legislation is concerned. The intent of the legislation was to help first-time homeowners; it was not to allow people to do this sort of thing. But you and I know there is always somebody out there trying to figure out ways of beating the system, one way or the other.

On the application form—did we give you a copy of the application form?

Ms. Bryden: No, not yet.

Hon. Mr. Rhodes: We have one here we will make available to you. Item 4 of the application is the statement that all statements that are made are true and accurate and the statement has to be verified. They can inspect the housing unit, if necessary, and false statements may lead to prosecutions under the Criminal Code of Canada and the imposition of penalties therein contained. And item 3 says:

Neither I nor my spouse, nor any co-owner nor the spouse of any co-owner of the housing unit, has ever received the Ontario home buyers' grant; and neither I nor my spouse, nor any co-owner nor the spouse of any co-owner of the housing unit, has previously been the owner of the housing unit.

We will make this available to you.

Ms. Bryden: Just one final question then. How many grants were made where you subsequently discovered there was either a mistake or a fraud; and how many have been asked to be repaid?

Mr. Yurchuk: I believe that to date we have audited approximately 2,500 applications. We have proceeded on to special investigations on 45 of them. We are proceeding to prosecution on 14. There has been one conviction up to date, and it included a fine of \$1,000 as well as having to return the grant.

Ms. Bryden: And in some cases have you not prosecuted but asked for the return and received the grant back?

Mr. Yurchuk: Yes. I would say that we have approximately 40 or 50 of those outstanding.

Mr. Kerrio: Mr. Minister, in summarizing my remarks I think they are meaningful opposition criticism and contain some viable

alternatives. I would bring two areas into focus that genuinely concern me and I would offer my own humble opinion as to how they should have been handled and should be handled in the future.

I would suggest, first, that it was a gross error in having this programme available in areas of housing where it is obvious that people did not need help; and there should be some measure of an equitable relationship between the person's ability to pay and the grant.

The second point I would like to make, and I think it is a more important one—it is something that I feel very strongly about and I would criticize this aspect of it—is that I cannot think that we can be financially responsible to the people of Ontario and have too many open-ended programmes of any type. I think that in a time of restraint, if we are going to operate a programme, that rather than the time element on the calendar, I would prefer to see a reasonable budget set forth and to stay within the framework of that budget. I can't see where one is more viable than the other. I really suggest to you that in the sense of priorities in any ministry, and in particular this one, I would sooner see in the future any particular programme governed rather by what we can afford and what we propose as a budget, rather than have a time element as the governing factor. That is the only comment I would like to make.

Hon. Mr. Rhodes: Mr. Kerrio, your concept, if I understand you correctly, would be on a kind of first-come, first-served basis. It's interesting.

Mr. Kerrio: Isn't that true, if it is a year?

Hon. Mr. Rhodes: It is an interesting concept.

Mr. Kerrio: It is the same thing.

Hon. Mr. Rhodes: Not really. I must say that I don't totally disagree with you, and on occasion I am sure I will be looking to you for support in this area on the universality of many of the programmes we do have. You obviously don't believe in the universality of programmes from what you said, and I don't totally disagree with you. Perhaps as time marches on, we will have occasion to support similar stands. I will look carefully at your reaction at that time.

Mr. Kerrio: Thank you, I will be cautious.

Hon. Mr. Rhodes: So will I.

Mr. Hall: Mr. Minister, again I have to go back to statistical information you provided. Am I given to understand that the total number of applications are 115,961, comprising 92,018 in one group, and 23,948 in the other?

Hon. Mr. Rhodes: Yes, the replacement applications were the 23,943—people who applied and for some reason or other they had applications—

Mr. Hall: This is units numbers we are looking for.

Hon. Mr. Rhodes: Yes.

Mr. Hall: So we have a total that we are really talking about of 115,961 as of March 10? And you say that 81,858 are approved?

Hon. Mr. Rhodes: Excuse me, that's a duplication if you will, or a replacement of part of those that came in, the 92,000—is that correct?

Mr. Crosbie: Yes.

Hon. Mr. Rhodes: As of March 10.

Mr. Hall: Let me rephrase this thing. How many separate applications have there been, either new or used?

Hon. Mr. Rhodes: There have been 92,018.

Mr. Hall: That's the figure. So the 23,948 is a sub-figure of that?

Hon. Mr. Rhodes: Right—that's 23,943.

Mr. Hall: And you expect to approve roughly 5,000 more and you have turned down 3,901 so far.

Hon. Mr. Rhodes: Yes, that will probably be 4,000.

Mr. Hall: So that's 9,000. There are a couple of thousand floating around somewhere then, is that right?

Hon. Mr. Rhodes: Yes, and I think some probably will be those I referred to earlier, again in discussions with Mr. Germa, where we have some situations that we would like to reassess because of legitimate positions taken by individuals who through no fault of their own were made ineligible. We want to consider all of these, and I think you need that sort of a cushion area to work in.

Mr. Hall: Since this is a one-year programme for this first \$1,000, will you just be getting this money from the Management Board if you find that you need more? Is this the method you use?

Hon. Mr. Rhodes: No, because our estimates for the next fiscal year will be coming into the House or committee in the very near future; that's where you will be dealing with that.

Mr. Hall: So it could include some original grants as well as the \$250 grants?

Hon. Mr. Rhodes: There is \$4 million that we know of already.

Mr. Hall: And are there applications still flowing in? Could this still go higher?

Hon. Mr. Rhodes: They have until the end of June to submit their applications.

Mr. Hall: It's really a little hard to conceive of—

Hon. Mr. Rhodes: That's the owner/builder situation, where they are moving in.

Mr. Hall: So it is conceivable that it might be up over 100,000 then, isn't it—100,000 applications approved?

Hon. Mr. Rhodes: I guess anything is conceivable. We are looking at the possibility of 90,000; that's the best estimate we can give at this time.

Mr. Hall: Hoping for 90,000?

Hon. Mr. Rhodes: Estimated; like when you build a house, you estimate what your costs are; get a cost-plus estimate.

Mr. Hall: I had a pretty good idea what my costs were when I built a house. It wasn't open-ended.

Mr. Kerrio: No money for the extras.

Hon. Mr. Rhodes: The sewer contract was tendered.

Mr. Kerrio: We feel we do it when we bid the price.

[12:30]

Mr. Germa: Mr. Chairman, we have been talking about the giveaway portion of the programme. Where do we get tangled up with administrative costs here? I'm sure, when you only expected 54,000 applications and now you're up to something like 86,000, there must have been some added administrative costs. Where do we find them?

Hon. Mr. Rhodes: The 1975-1976 estimate was \$0.5 million for administrative costs. We had Management Board approval on Jan. 20, again, of \$400,000 for a total of \$900,000. The part of the \$6 million that we're talking

about here is \$0.9 million. Is that right? I'm sorry—there's nothing additional for administrative costs.

Mr. Germa: In the supplementary?

Hon. Mr. Rhodes: In the supplementary.

Mr. Germa: But you did have \$400,000 by cabinet order?

Hon. Mr. Rhodes: Yes, that's right.

Mr. Germa: On account of this programme?

Ms. Bryden: Is that your department or Revenue?

Hon. Mr. Rhodes: No, that comes into my department. We're the funding agency; it flows through us to Revenue.

Ms. Bryden: Revenue would not have additional costs?

Hon. Mr. Rhodes: No. The money comes from us but why, I'll never understand. It should be in that ministry but there it is.

Mr. McCague: For information, was there not a cut-off date for applying for that grant?

Mr. Yurchuk: The cut-off date for applying for all except owner-built homes is the end of June, 1976.

Mr. McCague: The cut-off for applying?

Mr. Yurchuk: That is correct. After that we cannot accept any new applications.

Ms. Bryden: What was the exception?

Mr. Yurchuk: The exception was owner-built homes and that cut-off date was Dec. 31, 1975.

Mr. Chairman: Shall item 2, vote 805, carry?

Item 2 carried.

Vote 805 agreed to.

Mr. Chairman: That completes the supplementary estimates of the Ministry of Housing.

Hon. Mr. Rhodes: Thank you, Mr. Chairman. Once again, I compliment you on the very efficient manner in which you have handled the committee. Obviously, the confidence placed in you by the members of this committee is well-founded and I look forward to you holding this high, lofty position when I return with my estimates after the budget.

Mr. Chairman: Thank you, Mr. Minister, for the compliment.

**SUPPLEMENTARY ESTIMATES,
MINISTRY OF
GOVERNMENT SERVICES**

Mr. Chairman: The next estimates to come before the committee is the Ministry of Government Services. I see the minister is here.

Who is your critic? Is Mr. McClellan your critic?

Ms. Bryden: Our critic, Mr. Chairman, is not present. He is Mr. Davison.

Mr. Chairman: We have before us the supplementary estimates of the Ministry of Government Services. This comes under item 8, vote 704, in the amount of \$2.65 million.

The usual procedure is to have a few comments from the minister, then from representatives from the opposition parties and the minister has the opportunity to reply. Madam Minister, if you have any comments?

Hon. Mrs. Scrivener: Thank you, Mr. Chairman. Mr. Chairman, ladies and gentlemen, first I would like to introduce our executive director of the administrative division, Mr. Silver.

The vote you have before you is pretty straightforward. This is \$2.65 million and it is meant to defray the cost of living allowance to annuitants which was provided commencing Jan. 1, 1975.

On vote 704:

Mr. McClellan: I wanted to, if I may, Mr. Chairman, raise with the minister the question of a whole category of people who do work for the government, but who are denied employee benefits. I am referring, as you may recall, to the cleaning staff who work now on a contract with Consolidated Maintenance Services.

I want to raise with the minister the question of whether the time has really come to end the practice of contracting out government services. And particularly for groups of employees who one would normally expect to be included in the regular civil service complement and to be accorded the same kinds of provisions with respect to fair wages, with respect to job security and with respect to pensions and benefits as regular civil servants.

Mr. Chairman: Mr. McClellan, I just wonder if your comments are within the bounds of this vote. As you will note, the transfer payments deal with the Public Service Superannuation Act and the Superannuation Adjustment Benefits Act.

Mr. McClellan: Perhaps you could explain why it is inappropriate to discuss a work force which ought to be covered, I would assume, by employee benefits—but because of the practices of this ministry are excluded by virtue of the fact that their jobs are contracted out to subcontractors, and therefore they are not regular civil servants. And if they were included in the regular civil service complement, my sense is that then they would be dealt with by this vote.

I just want to make the point that there is no justification for continuing to award contracts to subcontractors at the minimum wage and when the contracts expire, then to re-award the contract to a second contractor at the minimum wage or slightly above the minimum wage, without giving the workers, not just decent wages, but the full range of benefits that normal civil service tenure provides. Perhaps this is because this work force is an immigrant work force. Perhaps it is because the government deludes itself that they are able thus to save a lot of money. I would really like the minister, though, to explain why the ministry consistently excludes relatively large numbers of workers from the civil service status. And I really raise it by way of a question.

Mr. Chairman: Mr. Ruston, did you have any comments?

Mr. McClellan: May I have a response?

Mr. Chairman: As I mentioned at the outset, a representative of each party would make their remarks and then the minister has an opportunity to make her remarks. I have followed that procedure.

Mr. Ruston: Mr. Chairman, I haven't got anything major. I am more interested in hearing an explanation of the general reason for this expenditure. I apologize for being late. I will just ask individual questions as far as this vote goes.

Mr. Chairman: Thank you. Madam Minister, do you have any comments?

Hon. Mrs. Scrivener: Yes, well in response to Mr. McClellan's point, I would suggest that it is not directly relevant to this vote at all. Mr. McClellan, this is simply a retroactive payment that we have brought here for approval. The comments that you made might be better raised after the general provincial budget is introduced in April. I think it would be a good opportunity then to air that entire matter. I'll be glad to respond to you at that time.

Mr. McClellan: I am quite happy to do that, if you could give a general idea of the direction that you're planning to go. I believe there was a commitment at least to bring fair wage provisions into the procedure.

Hon. Mrs. Scrivener: This does not really relate to the superannuation transfer payments.

Mr. McClellan: You don't choose to respond to this in any way at this time?

Hon. Mrs. Scrivener: No, not at this time.

Mr. Ruston: Maybe I could ask a question. If I missed it I apologize. You started to explain what the transfer payment is.

Hon. Mrs. Scrivener: Yes, Mr. Ruston. This is a retroactive payment to defray the cost of living allowance, which was introduced to annuitants as of Jan. 1, 1975.

Mr. Ruston: I don't have any major objections to it. I think that if it has to do with the cost of living allowance I must admit that I would be very strongly in favour of that type of benefit. I'm concerned about other things that I think we'll have to bring up under the regular estimates, that have to do with cleaning staff and with a number of things, but as far as this vote is concerned, I have no objections at all.

Hon. Mrs. Scrivener: This is just an adjustment upward of eight per cent.

Ms. Bryden: Can I ask, what is the difference between the two amounts? One is under the Public Service Superannuation Act and the other under the Superannuation Adjustment Benefits Act.

Hon. Mrs. Scrivener: I'm sorry, to which two amounts were you referring?

Ms. Bryden: The detail on page 7, it's \$1.55 million under the Public Service Superannuation Act and the other is under the Superannuation Adjustment Benefits Act. Which employees are covered by these two amounts?

Hon. Mrs. Scrivener: We administer the two Acts and all of those benefits. Can you tell me, Mr. Silver, where the fine line is?

Mr. Silver: I think it's just a question of timing. Certain employees are covered under one Act and with respect from Jan. 1, 1975, there are adjustments in the benefits. There were certain adjustments in benefits from Jan. 1, 1975, that are covered under the Superannuation Adjustment Benefits Act. It's just a question of timing.

Hon. Mrs. Scrivener: When the 1975-1976 budget originally was drawn, it was not known then what the amount of the increase in pension would be, and until that had been established a token amount was inserted; that is, \$1.6 million. When the order in council was drawn and approved then a retroactive payment was made, so this payment of \$2.65 million is the amount required to bring the supplementary estimate up.

Ms. Bryden: I'm not clear. You said as of Jan. 1, 1975. Is this payment for the 12-month adjustment ending Jan. 1, 1975, or starting Jan. 1, 1975?

Mr. Silver: Starting Jan. 1, 1975.

Hon. Mrs. Scrivener: It starts and goes through the final three months of that fiscal year, 1974-1975. Then it continues on from April to the end of this fiscal year, 1975-1976. So, for the earlier three-month period there is an amount of \$850,000. Then the total annual cost for 1975-1976 of \$3.4 million, which is a gross overage of \$4.25 million. Then you deduct from that the amount that we had in the budget, which is \$1.6 million, leaving a balance of \$2.65 million.

Mr. Silver: There are just certain employees covered under the one Act, and certain employees under the other Act. It's split up in that manner.

Ms. Bryden: Can you roughly indicate which employees are under which? I had the impression—I may be wrong in this—that the adjustment benefits are for employees who have been retired quite a long time ago.

Hon. Mrs. Scrivener: Yes.

Mr. Silver: That's the distinction, yes. Actually this whole amount relates to former employees. I believe the amount of \$1.55 million relates to those who have retired prior to Jan. 1, 1975, and the \$1.1 million relates to those who retired from Jan. 1, 1975.
[12:45]

Ms. Bryden: Could I ask are there any cost-of-living adjustments planned for the year 1976 on top of this eight per cent which went from Jan. 1, 1975?

Hon. Mrs. Scrivener: I would expect that there will be an adjustment but I can't say how or when.

Ms. Bryden: Certainly the cost of living has gone up at least 10 or 11 per cent last year and these employees will certainly need an adjustment if their standard of living is not to be reduced.

Mr. McClellan: I want to put you on notice that in our opinion you are permitting unfair and exploitive labour practices. I want to ask you to give it your serious attention and I hope that you have it dealt with adequately before your full estimates come up in the spring.

Mr. Chairman: Does item 8 carry?

Item 8, vote 704, carried.

Vote 704 agreed to.

Mr. Chairman: That completes the supplementary estimates of the Ministry of Government Services. I would just like to inform the committee that I have been advised that the Minister of Transportation and Communications (Mr. Snow) will be unavailable on Tuesday. With the permission of the committee, could the estimates be rearranged so that the Ministry of Transportation and Communications would follow Revenue? Would that be agreeable?

Ms. Bryden: Does that mean Monday?

Mr. Chairman: Yes, that would mean on Monday we would begin Revenue and, following Revenue, we would go into Transportation and Communications.

Ms. Bryden: I wanted also to request another change and to know whether it can be fitted in with what you were saying. Our agricultural critic is not available Monday evening and would like Agriculture and Food not dealt with Monday evening.

Mr. Chairman: Well, then this would work out to his advantage.

Ms. Bryden: Do you think it will take all day Monday, afternoon and evening, for those two, or can we definitely schedule Agriculture and Food for the slot that Transportation and Communications was in?

Mr. Chairman: Again I can't make a decision for the committee but it would seem to me if we scheduled Revenue and Transportation and Communications for Monday afternoon and evening—and remember we cannot meet on Monday until probably 4 o'clock or later because I believe Mr. Lewis is speak-

ing—then we would begin Agriculture and Food on Tuesday, if that would be agreeable to the committee.

Ms. Bryden: Well, that would be a help. Then if it looks as if it is changing, we might reconsider it.

Mr. Chairman: Then that would be Agriculture and Food and Environment for Tuesday. Would that be agreeable to the committee?

Ms. Bryden: Would it be agreeable to switch Environment and Agriculture and Food to be sure that Agriculture and Food doesn't come on Monday evening?

Mr. Chairman: I didn't make myself clear. I suggested that the committee would do Revenue and Transportation and Communications on Monday and then begin with Agriculture and Food on Tuesday.

Ms. Bryden: That would be fine.

Mr. Chairman: Okay, if that's agreeable with the committee then we will try to get notices out to the members informing them of that.

Mr. B. Newman: Could you have that put on the order paper, Mr. Chairman, so that others who may not be on the committee would know what has happened?

Mr. Chairman: I believe notices are sent to each of the members of the committee.

Mr. B. Newman: But there are members who are not on the estimates committee who would like to participate in the debates and not realize that Agriculture and Food has been shifted.

Mr. Chairman: Could that be done, Mr. Clerk? Right, okay.

Then that completes the work of the committee today. We will meet again on Monday after the question period and the Throne debate speech by Mr. Lewis. The meeting is adjourned.

The committee adjourned at 12:50 o'clock, p.m.

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Ministry officials taking part

D. A. Crosbie, Deputy Minister of Housing
 J. Silver, Executive Director, Administration Division, Ministry of Government Services
 N. Yurchuk, Director, Guaranteed Income and Tax Credit Branch, Ministry of Revenue



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SUPPLY COMMITTEE

SUPPLEMENTARY ESTIMATES MINISTRY OF REVENUE MINISTRY OF TRANSPORTATION AND COMMUNICATIONS

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Monday, March 15, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

MONDAY, MARCH 15, 1976

The committee met at 8:12 p.m.

SUPPLEMENTARY ESTIMATES, MINISTRY OF REVENUE

Mr. Chairman: I call the committee to order. We are here tonight to discuss the supplementary estimates of the Ministry of Revenue. The usual procedure is for the minister to make his opening remarks. I will then call upon the critics of the opposition parties. Then the minister may reply.

We will begin, Mr. Minister, if you have any opening remarks, and wish to introduce your staff.

On vote 904:

Hon. Mr. Meen: Yes, I did want to begin by introducing my staff.

Since I appeared before this committee with the Meen estimates of the year, there has been a change of deputies. I am pleased to introduce my new deputy, Dr. T. M. Russell. Terry Russell comes from the Ministry of Treasury and Economics where he was ADM in economics.

You probably all know Nestor Yurchuk who is the director of the GAINS branch of the ministry. Since this supplementary estimate deals entirely with GAINS, I asked Nestor if he would sit with me. Among the three of us I hope we can explain any of the questions and problems that you may have in looking at the supplementary estimate for \$9.1 million.

Mr. Chairman, I might just mention I have given the official critic of the NDP and also to yourself, as the official critic of the Liberal Party, a summary of the schedule of the GAINS transfer of payment requirements for the fiscal year which lays this out pretty well. You will see that the original estimate, calculated about this time last year, or a little earlier, was \$95.7 million.

With the increases in the GIS-OAS/GIS which came along during last year—and with two, three or four enrichments which we made on our own initiative; the first one being in May, followed by another one in Octo-

ber, and a third one in January—the surplus which was running in the fall of roughly \$1 million is cancelled out by a deficit in the payments that accrued for the last quarter of 1975 and the first quarter of this year. In other words, the last quarter of this fiscal year it would run to the extent of an even \$10 million.

In January, I think it was Jan. 20, the House was not in session at the time anyway so I couldn't do this in the House. I got a Management Board order for \$900,000 to tide us over for the February payment. The February instalment then was made up of the \$900,000 by the Management Board order of Jan. 20 and the residue of the funds under the \$95.7 million that had been approved in the basic estimates. That leaves a shortfall of \$9.1 million required to cover the March instalment of the GAINS cheques. That is what this estimate is for.

[8:15]

Mr. Young: Mr. Chairman, I don't think any of us have a great deal to quarrel with. We all of us agree with the general principle of the GAINS programme and that's not what's at issue here tonight. I presume that we're being asked for this supplement partly because it was election year and this is one of the good things that accrue to certain sectors of the population during an election period; and, again, I have no quarrel with this because it did help the people who needed it in a time of severe inflation.

I wonder if whether part of this—

Hon. Mr. Meen: If I might just rise to that for a moment, Mr. Chairman. I know why Mr. Young is saying these things, but the member for Yorkview knows full well that we made a very generous instalment improvement in January of this year as well, and that had nothing to do with Sept. 18. And I think it's fair to say also that the Oct. 1 instalment had nothing to do with that either.

Mr. Young: I might have added to this, if I had been allowed to, that a minority government also is good for people of this type. We have both working for us now, and that

helps out. I was wondering whether the minister would care to comment whether part of this is also due to the fact that there is an increase in the number of people eligible now for GAINS which may not have been forecast accurately. I understand from what he said that likely the forecasts were pretty good except for the contingencies of the increases that came.

Hon. Mr. Meen: A number of things happened, Mr. Chairman. One of them is that a sizable part of the total number of dollars going out is represented by a relatively small number of people, those over 65 but with less than 10 years of qualification under OAS/GIS. They, therefore, don't qualify for OAS/GIS, but if they're over five years here they qualify for our GAINS. Therefore, with even a small indexing upwardly by the federal government, to say nothing of any enrichment we may feel we can put into it as well, every last cent of indexing by the federal government as well as our own then goes to that group. When you increase that level as to its present level of \$265, you draw in people who didn't previously qualify, so you do increase the numbers as well.

I think the ministry's estimate of the number of people who would benefit is just about right. For purpose of calculation I believe the figure used was an average of about 270,000 people. In the month of April, by the statistics you'll see on the sheet I gave to you, we had only 235,600. Now, that's a low month because in that month the OAS/GIS recipients have to requalify under the federal scheme. Generally speaking, that is a low month and the figure can be expected to rise rapidly in the following month, as it did.

It went from 235,000 to 252,000 then flat-topping to 256,000, 257,000 and so on. But then you'll notice with the October increase of \$12 and change, it went almost instantly from 259,500 to 277,000. And so it expands the base as well as the amount that's going up and this does make forecasting of anticipated expenditures a pretty sophisticated art, to say the least.

Mr. Young: I wonder if the minister wants to make any statement here. I suppose this is something, really, for the next round when the regular estimates come to us. Is there any thinking in terms of the eligibility of the spouse who may not, age-wise, be eligible for GAINS?

Hon. Mr. Meen: I haven't any information on that at the present time, Mr. Chairman.

Mr. Young: There are quite a number, as you must be getting and as I do and others, of people who are qualified and yet have a spouse who may not be able to work and are looking for a supplement to the income. They need it and nothing comes.

Hon. Mr. Meen: This thinking is being triggered by the federal arrangement, of course. They're allowing down to age 60 now, I think, for the spouse.

Mr. Young: But GAINS doesn't allow it?

Hon. Mr. Meen: No.

Mr. Young: I think that's about all I have at the moment, Mr. Chairman.

Mr. McClellan: I just have a couple of short questions that I wanted to ask. The federal rates will be going up for the period April 1 to June 30, 1976, I understand, to \$230.42 for singles and \$439.56 for a married couple. I wonder if the minister could advise us what the GAINS enrichment, as you like to call it, will be for this period?

Hon. Mr. Meen: No, I regret I can't. As a matter of fact, Mr. McClellan's figures would appear to be perhaps more accurate than mine. The federal figures, as far as I was aware, were not officially announced yet. It is easy to calculate them fairly closely and our estimate was \$4.30 for a couple. Whatever that may be, I would expect at least that sum would be passed through. I can't speak for the Treasurer (Mr. McKeough) though. That would be a budget item he would have to consider.

Mr. McClellan: You would hope that he would at least pass it through?

Hon. Mr. Meen: Yes, that would be my expectation.

Mr. McClellan: If I could just go back to the last enrichment in January, the minister may not be aware that there is a group of GAINS recipients who don't seem to be getting the enrichments. I have in my riding a residence for paraplegics, Bellwoods Park House—

Hon. Mr. Meen: Are these the GAINS then that are in the 38,000-category under Community and Social Services?

Mr. McClellan: Yes, that is right.

Hon. Mr. Meen: That is a completely different programme from my ministry.

Mr. McClellan: Your estimates don't deal with that programme at all?

Hon. Mr. Meen: Oh, no. I deal with the GAINS "A," as we call it, GAINS aged, 65 and over.

Mr. McClellan: I see. So you don't deal with the disabled?

Hon. Mr. Meen: No, the blind and disabled are under Community and Social Services.

Mr. McClellan: Right. I didn't understand that, thank you.

Mr. Reid: I just want to clear up something. What is the average payment under this programme?

Hon. Mr. Meen: I don't know but perhaps Mr. Yurchuk can give us a figure.

Mr. Reid: Have you got those in that schedule you gave these gentlemen?

Hon. Mr. Meen: No. It does vary but here are the figures for January with the current state of payments. Those on GAINS only, the 6,200 or so in the month of January, \$234; for OAS, GIS and GAINS, i.e. those on OAS and GIS and also receiving GAINS, the average payment from us is \$31.

Mr. Reid: That is quite a spread.

Hon. Mr. Meen: Yes, and the total average of the whole thing, that is, for everything—which indicates what a small quantity the GAINS only is—then is \$36 over a total package of 275,000 or so at the present time.

Mr. Reid: I'm a little vague on the extra line what you're asking for in the supplementary estimates of \$9,100,000. Is that for the enrichment, plus the number of people who because of the increase find themselves under GAINS then?

Hon. Mr. Meen: It's because over the total 12-month period the payments out, although they were somewhat less than we had forecast for the first six months—we were about \$1 million ahead at that stage—had a shortfall because of the enrichments, because of the OAS and GIS increases and because of our own action in May with the upward adjustment of \$3.78, then the further enrichment of \$6.02 in October, and then the further one of \$2.85 in January. Those reflect through into later months, for example, January, February and March. It's too bad I didn't have more copies of this summary sheet.

Mr. Reid: The Chairman has one.

Hon. Mr. Meen: When you total all these up, it shows how the money wound up being spent before we got to the month of March. As I say, I needed \$100,000 in January in order to make up the balance of the money that remained, supplemented with \$900,000 to look after the February GAINS payments. And that depleted the funds, you see.

Mr. Reid: That's what I would like to know then. Is this, as it is, going to cost roughly an extra \$900,000 or \$1-million per month more? Is that what we are talking about from here on in at present rates?

Hon. Mr. Meen: Yes, I would suppose that is roughly the case except remember that we don't know what the cost of living is going to do. So we don't know what the indexing of OAS/GIS will do to our costs. Here again, that's part of the attempts at projection.

Mr. Reid: Well, with your great anti-inflation fight, no doubt that will come down.

Hon. Mr. Meen: Maybe that will.

Mr. Reid: That was said tongue-in-cheek, by the way. I just have one further comment if I may, Mr. Chairman, and that is that I am concerned. I have had about three cases brought to my attention of people—and I suppose it is again through Community and Social Services rather than through you people that we claim—but I am not just sure how it gets worked through.

Hon. Mr. Meen: What is that?

Mr. Reid: Well, people on these supplements. Do the applications go directly to you or does the Ministry of Social and Community Services do your field work for you?

Hon. Mr. Meen: Are you talking about the people who are 65 and over?

Mr. Reid: Yes, because it has taken up to five months. I have had one almost five months before they received any payment.

Hon. Mr. Meen: Is that a fact?

Mr. Reid: Yes.

Hon. Mr. Meen: Perhaps Mr. Yurchuk can direct a comment to that. I wouldn't have thought it would take that length of time. To answer your question directly, the applications would be filed with us.

Mr. Yurchuk: Normally, we would have payments commence about a month after we have received the application, provided of course all the necessary documentation is in

order. If you would care to forward that particular case for my attention I will make sure that it gets looked after.

Mr. Reid: When do the payments start, Mr. Yurchuk, if I may ask? As soon as you have received the application are they predated to when the person becomes eligible?

Mr. Yurchuk: The payments themselves are retroactive to a maximum of 12 months if a person were qualified that far back. Otherwise, they would be retroactive to the date when—

Hon. Mr. Meen: Of qualification.

Mr. Reid: Of qualification?

Hon. Mr. Meen: So, it is retroactive to the date of qualification, limited to a retroactivity of one year.

Mr. McClellan: I am intrigued that you have—this is just an aside I suppose—a separate administrative apparatus for GAINS “A” and GAINS “B”. What is the rationale for that? I assume, then, that you have two vetting processes. Do you have as well two payment processes?

Hon. Mr. Meen: Oh yes, it is a completely different programme. It happens that the GAINS “B” for the disabled is based on need; it is based on all kinds of criteria which don’t apply to our clients. There is an assets test for example; there is no assets test in the GAINS aid programme under revenue. As a matter of fact, that is one of the reasons why it is in Revenue and not in Community and Social Services; it is not a welfare plan per se.

Mr. McClellan: If I may just ask one short further thing. Again, I am not sure whether this is appropriate to this ministry at this time but I would really like to inquire again about the election promise of a rental supplement in the amount of a maximum of \$25 a month to cover increases in excess of 12 per cent that was offered to GAINS recipients in the past election and was announced again in the Throne Speech and then was discarded in quite an unseemly fashion in December. Is this something, Mr. Minister, that you would administer?

Hon. Mr. Meen: I don’t know that we got it that far along, Mr. Chairman, in determining how that would be administered. It wouldn’t be difficult to determine each month who the GAINS beneficiaries or GAINS clients were and it might well have been the Ministry of Housing which would have administered that.

Mr. McClellan: Can you give us a rationale for discarding the rental supplement even though it was announced in the Speech from the Throne?

Hon. Mr. Meen: The rationale, I felt, was rather well expressed by the Premier (Mr. Davis) when he announced that we were going to administer that.

Mr. McClellan: Perhaps you can refresh our memory?

Hon. Mr. Meen: You have that in Hansard and I am sure you can find it there.

[8:30]

Mr. Swart: I would just like to pursue somewhat further the point made by my colleague from Yorkview (Mr. Young)—the matter of one member of the family receiving the GAINS and the other member, usually the wife, being at an age where she doesn’t receive GAINS and doesn’t receive any supplement.

This is most serious, of course, for those below the age of 60. I have an instance in my area where the woman is ill, she is not yet 60. She has been on family benefits but as the amount of GAINS paid to her husband was raised, she then has received a diminishing amount until she is now cut off and receives nothing. This means that when there’s a family of this type, they are getting no more than if both of them were on family benefits. If the rationale behind the payment of GAINS to a person 65 or over is that they’ve made a contribution to society and that we have some obligation to keep them at a higher standard of living—to give them a decent income—then this is nullified in those instances where the wife is below the age of 60 and is not working.

I bring this up now because I think it is something you should pursue. I realize that this doesn’t come particularly under your ministry. But surely in your government something can be worked out so that when one member of the family is not entitled to GAINS or may only be entitled to family benefits, they do not have their family benefits cut off because the person who is receiving GAINS has an increasing amount.

Let me put it another way. Should not the family benefits continue on at the same level? If it is the view of your ministry that people over the age of 65 are entitled to this additional assistance, then why should they not be able to keep it rather than having it taken away from them so that they are left on family benefits or on welfare?

Hon. Mr. Meen: Mr. Chairman, I'm not going to quarrel with Mr. Swart on this because he may very well have a good point. The problem as I see it, though, is that I am administering a form of assistance relative to other income and I don't get involved in the Family Benefits Act provisions to which you refer. To tell you the truth I would not have known whether or not they were reduced in circumstances like that. I think that the Minister of Community and Social Services (Mr. Taylor) would be the one to whom you might like to speak.

Mr. Swart: Perhaps it should be more appropriately taken up with Mr. Taylor. But it seems that if half the family is on GAINS perhaps there should be some co-ordination between your two ministries.

Hon. Mr. Meen: Yes, maybe. But the problem is happening on the other side, I may suggest to you. We're not reducing our GAINS payment by the amount they receive from the federal benefits.

Mr. Swart: In fact they are.

Hon. Mr. Meen: The total family income may be flat-topped by that.

Mr. Good: FBA is related to family income and it really shouldn't be.

Hon. Mr. Meen: Yes, that's right, that's the point. The FBA does relate to family income

and so they see the income for the husband rise because he's the beneficiary of the GAINS programme.

Mr. Swart: If I could just add to that. I think if the view is sound that once people reach the age of 65 they are entitled to a higher standard living, then this is nullified in these cases. I would hope that there would be some co-ordination between the two ministries in these particular instances. There are not a great many of them.

Hon. Mr. Meen: As I say, I suggest that Mr. Taylor might be the one to entertain the suggestion.

Mr. Philip: What kind of a bribe would it take to get you to take it up with Mr. Taylor rather than us?

Mr. Swart: Perhaps I should make one more point. The government of this province is gaining financially by that, because the federal government comes into the picture—

Mr. Reid: That's the whole point.

Mr. Swart: —and¹ is paying the GAINS and it costs the provincial government less.

Mr. B. Newman: Ask Eddie Good; he'll always tell you.

Vote 904 agreed to.

Mr. Chairman: This completes the supplementary estimates of the Ministry of Revenue.

SUPPLEMENTARY ESTIMATES,
MINISTRY OF TRANSPORTATION AND
COMMUNICATIONS

Mr. Chairman: Is the Minister of Transportation and Communications prepared to go ahead?

Mr. Reid: No, but we will be surprised if he gets rolling ever and gets his seatbelt on.

Mr. Chairman: Members of the committee and Mr. Minister, we will now commence the supplementary estimates of the Ministry of Transportation and Communications, so I'll ask the minister to introduce his staff and make any opening remarks he might have, and then I'll call on the critics of the opposition parties.

Hon. Mr. Snow: Mr. Chairman, I'm looking forward to discussing the supplementary estimates. I had anticipated that we would be doing this in the House rather than committee but somehow the change got made, but we hope we'll be able to deal with them here in the committee and answer any questions that the members of the committee may have.

With me this evening, of course, are Mr. Harold Gilbert, my deputy minister; Mr. Fred Allan, executive director of operations; Mr. Wood, financial controller; Archie Ward, director of the municipal transportation branch, and Phil Harvey, director of the priority development branch.

With all those official names like that we should be able to answer any questions that you may have.

Mr. Reid: And we have some gentlemen in the audience. Lying low, I might add.

Hon. Mr. Snow: Observers. I just might say that the reason for us being here with supplementary estimates, Mr. Chairman, basically is because of the excellent construction weather that we had during the summer and the fall—the fall specifically—in 1975.

Mr. Reid: That's a new excuse.

Hon. Mr. Snow: I don't think it's an excuse at all. I wasn't putting it forward as any kind of an excuse.

Mr. Reid: Well, could you elaborate a little on this?

Hon. Mr. Snow: Yes, very easily. I think anyone who observed the construction season of 1975 knows that it started very early with excellent weather in the spring. The contractors on the highway contracts were working earlier than normal. Last fall, during

October and November, when normally you are mired down in mud on highway jobs, the dust was flying and construction was being carried out.

As I understand it we schedule or plan on approximately 100 working days for a construction season. That is for our highway construction crews. During 1975 we had, I believe, 124 working days. So we had about 25 per cent more time available for the contracts. Of course, once the contracts are let on any particular construction contract, the contractor carries out the work as fast as he can with the crews and equipment that he has available. Of course, when the measurements and his requisitions come in at the end of each month, we're expected to pay the bill.

There are ways within our legislation where we can put a halt to a contract, of course, but if you do that for no good reason, other than for budgetary reasons, you have claims from contractors for delaying their progress on the contracts. This is really the basic reason for practically all of the money we have in the four items on the estimates. During this construction period, the weather and the progress of our work not only affected our provincial roads programme, but it affected our municipal roads programme and the construction of the subway.

Mr. Good: Does that mean you found next year's work done this year?

Hon. Mr. Snow: That is right—our carry-over into next year. At any time, with a programme the size of ours on provincial roads—I think the budget for 1975-1976 is more than \$281 million; that's our expenditure or cash flow, not the amount of contracts awarded—some of that work during the year would be carryover work from the 1974 season into 1975; and, of course, contracts are awarded during the year and there will be carryover work into 1976. Because of the work that was completed ahead of schedule in the fall of 1975, there will be less carried over into 1976, even though we did stop calling tenders in the fall because we could see how it was going. There were tenders that probably would have been called in October but did not get called perhaps until January or February. So we can stop calling tenders but, once the contracts are let, it is pretty hard to slow down the work.

Mr. Chairman: All right. Is that all you have to say in your opening comments?

Hon. Mr. Snow: Basically, yes. I will answer any other questions as they arise.

Mr. Philip: I would like to make a few general remarks. First of all, it would have been useful to us if we had a more detailed breakdown; perhaps the minister can supply that at some other time for us to analyse it in closer detail.

I can't help but wonder if the Conservative Party in its transportation policy was a little bit more enlightened about 100 years ago when at least Sir John A. understood that transportation and communications were means of planning and developing land use and industrial development in those areas where the government decided it should be developed. In my particular part of the city, we are facing increasing problems with overcrowding, and yet no action seems to be taken in terms of using communications and transportation to help decentralize and take some of the heat off the Toronto area. Certainly we—

Hon. Mr. Snow: Would you explain your thoughts, please?

Mr. Philip: Yes. If you look at the way in which Manitoba, for example, has been developing its cable systems—

Hon. Mr. Snow: Heaven help us!

Mr. Philip: —and the way it has been developing its road system, I think transportation systems certainly can be used as a way of decentralizing and creating new industry in other areas. Certainly the CPR was originally built with the promise of developing new areas. So it's not exactly a new idea.

Hon. Mr. Snow: But you mentioned your part of the city. I am wondering—

Mr. Philip: Northwest Metro is feeling constant heat from overcrowding. Many of the small businesses are finding that the cost of renting property, because of the overcrowding and the competition, if you like, for industrial land space, is so high that they are finding it very hard to compete. Many of them have expressed the opinion to me that they'd be glad to settle in places other than the prime agricultural land that we happen to be sitting on, if there were adequate facilities for getting their product to market and proper communication systems.

[8.45]

I think that in terms of the Henderson report, we might want to look at the suggestion that the Ontario Transportation Development Corp. continue to encourage the private sector to develop urban transit systems with provincial capital support remaining at the present

levels. This would, of course, raise certain questions as to whether this will develop adequate urban transit vehicles and systems. What is being done by the private sector at the moment? What can we see down the pipeline, if you like? What we can look forward to? What kind of co-ordination is your ministry offering in this area in working with the private sector in developing new systems?

I can't help but think that these estimates that we're looking at are a good example of the Henderson report. The whole emphasis, if you like, really hurts the aged and the working people—as we've seen in the cut-backs. You only need to check the newspapers on the TTC decision; the fare increases cost the TTC 17 million riders.

By refusing to continue your commitment to pay 50 per cent of transit deficits and 75 per cent of the capital cost, you switched the policy that certainly your government was shouting about a few years ago of an emphasis on public transit. The clippings in the newspapers would seem to show where your government is at at the moment. We would wonder if, in fact, you've changed the positions you were talking about a few years ago.

If one looks at the tables in the Henderson report on capital projects for the Ministry of Transportation and Communications, and when you compare roads with public transit, there is a ratio of somewhere around—I worked out the figure of 80 to 20. One would then wonder if you plan to keep it at that ratio, or whether the ratio will be switching more toward a public transit system. One would also wonder about the newspaper clipping of Feb. 27, which read: "New Form Of Transit Essential, Davis says." There was the statement: "Ontario is committed to developing new forms of urban transit similar to the recently shelved GO Urban magnetic levitation train, Premier Davis said."

That's highly laudable; but we'd like to know the specifics. Again, where is the planning? Where are the techniques that we know are available? Techniques have been developed in management of such projects, such as the Cape Kennedy projects—and so forth. They are available for an integrated gestalt kind of approach to planning—if you like. What is in store, then, before we approve of these? What is the ratio that you have in mind? Are you planning on using transportation as a means of development? What processes do you have to co-ordinate the kinds of things that your ministry is doing with that of the Ministry of Agriculture, the Ministry of Industry and Tourism and so forth? Those are some of the questions that occur to us

at this moment. We'd hope that perhaps when we get into some of the specifics we might be able to deal with those in a more specific way.

Mr. Reid: Mr. Chairman, I don't know how philosophical we want to get on these supplementary estimates. I think we will save our barrage for the particular votes. We're interested in a number of things, some of which my friend who just spoke touched on.

For instance, I wonder if under municipal transit, the minister could indicate just where he sees us going in the province. Would he like to indicate what he feels the Metro transit review has done, what COLUC has done, what has happened to GO Urban? I'd like to know if he has a copy of—I believe it's the TTC's or the MTC's report which I understand is very critical of GO Transit.

One gets the feeling, when one goes over the estimates from the last two or three years, that the government hasn't integrated transit with land use planning, with the development and with growth. Sometimes you seem to be at the tender mercy of Metro Toronto, in particular, and what they wish to do. In fact, you've abandoned all the philosophies and principles of the Metro transit review plan, the Toronto-centred region and everything else. We have no firm direction as to just how we are going to develop.

One of the questions I'd particularly like to ask the minister, and perhaps he could reply before we get into the votes, is where are we right at the moment on the extension of Highway 400? The Throne Speech indicated that projects not already started would be postponed if not shelved in the immediate future. The Premier (Mr. Davis) indicated shortly after that that we weren't sure now what was going to happen with the extension of 400. I wonder if that means that you're renegeing on your letter to Metro Chairman Godfrey before Christmas in regard to the fact that the province would build the extension and then turn it over the Metro. You, I believe, Mr. Minister, indicated also that there was now some doubt as to whether the Ministry of Transportation and Communications would go ahead with the proposal.

What I'd like to know specifically, and I—

Hon. Mr. Snow: I don't think I ever said that.

Mr. Reid: Maybe I could quote from the Star of March 10, 1976:

In yesterday's Throne Speech the province announced that it would limit new highway construction to most-essential

work. Transport Minister James Snow said in an interview a few minutes after the Davis press conference that the province would have to decide next year whether the 400 extension is most essential work.

I'd like to know, and there are many people in Toronto who would like to know, just where we're at. This party is on record, as I believe the NDP are, as opposing the extension of 400. Certainly at this time there are a lot of homeowners who are going to be affected by this and I think they'd like to know. Can you give us any answer tonight? Could you give it to us now?

Mr. Chairman: Does that conclude your remarks?

Mr. Reid: I was wondering if the minister would care to give a very brief answer.

Hon. Mr. Snow: I don't know how you wanted me to reply. I've got a lot of little notes down here from the two critics, and I guess you want me to reply to those and then I'll answer individual questions.

Dealing first with Mr. Philip's comments questioning where we stand on public transit and asking if we still have the same emphasis on public transit as we have had, certainly if one looks at our expenditures on public transit and at the plans we have and those we are working on with all the different transit authorities, we certainly haven't diminished our emphasis on public transit at all.

Mr. Philip: Are you saying then that we can expect some announcements in the very near future of new public transit ventures? For example, a couple of months ago—perhaps it was before the last election, so it may have been a year ago—at the cancelling of Pickering you were talking about co-operating with the federal government to develop rail lines that would at least give us faster service between Windsor and the Ottawa-Montreal area, if I am not mistaken.

Hon. Mr. Snow: I wasn't referring to that, as transit, Mr. Philip. You were talking transit, and to me there are two types of transit—municipal transit and provincial transit. Municipal transit, of course, is the municipal transit systems in those urban municipalities that have municipal transit. Provincial transit is the GO Transit system operated by the Toronto Area Transit Operating Authority around Toronto.

As a ministry, we are involved in all modes of transportation and are equally interested, I think, in all modes of transportation. You suggested, I believe, that we were

losing 17 million riders. I don't know where you get that information—

Mr. Philip: I got it from the Toronto Star; it was their projection.

Hon. Mr. Snow: —because there is nothing at this point to indicate that.

Mr. Philip: But surely—

Mr. Chairman: With respect, Mr. Philip, I think to keep this on an orderly basis, I wonder, Mr. Minister, if you would just reply to the opening comments—

Hon. Mr. Snow: That is what I was trying to do.

Mr. Chairman: —then the questions can be asked under each particular vote.

Hon. Mr. Snow: We have not at all changed our emphasis on transit. Our subsidy for municipal transit is still 50 per cent of the operating deficit, except there is a maximum in the same way that our subsidy for municipal roads is 50 per cent of the cost of building a road but the municipalities all have a maximum that is approved. In other words, following partially from your Henderson report and from a decision of government, we cannot continue to have open-ended programmes where you have no idea of what the maximum for the year will be.

In the forthcoming year, the 1976-1977 estimates do include a ceiling. The 1975-1976 estimates did not include a ceiling. That is why we are back here, asking for more money tonight; the transit authority's deficit was higher than we had anticipated. That is why the ceiling will be on it—well, we shouldn't be discussing the ceiling tonight, I guess, Mr. Chairman, because that is in next year's estimates; they're trying to do both years at once. But that is why there was an overrun for transit capital; the municipalities went ahead with projects, purchasing buses, building transit garages and facilities.
[9:00]

Similarly for the TTC's Spadina subway, which is their major programme, we budgeted for \$51 million and we're back asking for an extra \$3.8 million for that programme. Again, it was because construction proceeded faster on the subway than had been anticipated. But if you look at the ratio, when we get into next year's estimates and you see the increases in expenditures of transit, both provincial and municipal—mainly municipal and capital and operating—you see that there is a considerably higher emphasis on transit than there is on roads.

That will show up perhaps much more when we get into it, and we don't want to get into discussing what next year's estimates are going to be compared to this year's. Although there's really not much secret about what next year's estimates are going to be, because the municipalities have all been notified both for their road programme and their transit programme what funds will be available for them next year. We've sent this information to them early in order for them to plan for the coming year.

We are, in the ministry, planning a co-ordinated transportation system for the Province of Ontario, whether it be roads, provincial transit, municipal transit, the air programme in northern Ontario and, of course, we are very interested in rail transportation in southern Ontario. Mr. Gilbert, other members of the staff and myself have been holding meetings and discussions with the federal government. We're most interested in the programme that they've announced, rationalizing rail service within Canada and especially as it affects the Province of Ontario.

Mr. Reid had some questions. Basically the main question different from the ones on transit was: What's happening to Highway 400? There's no change in our announced policy on 400. No money will be expended in 1976 on construction; it has not been anticipated. We have the right-of-way basically down to Eglinton, with the exception of one privately owned property. It is our plan to proceed, during 1976, with the detailed engineering on that right-of-way for a four-lane arterial road to Eglinton. That will be carried out in the forthcoming year. At the same time there will be the study carried out, in conjunction with Metropolitan Toronto, to select the alignment for that portion from Eglinton to St. Clair.

A year from now, or nine or 10 months from now, when we are establishing priorities for the 1977 construction season, then the first contract down to Eglinton will be a candidate for construction during that construction year. I can't say to you tonight that it will be built or awarded for construction during the 1977 year or not at this time. Because it will be a candidate along with many others for the dollars that are available for that particular year.

Mr. Reid: Let's hope it isn't.

Mr. Chairman: Thank you, Mr. Minister. Now we will go into the estimates item by item. We'll begin with item 3, vote 2304, the provincial roads programme. I do have a list

of speakers who have already indicated that they wish to speak so I'll call them in order that they've asked.

On vote 2304:

Mr. Wildman: I was interested in your comments, Mr. Minister, regarding the excellent construction weather last year. I was curious whether the ministry has any policies regarding the latest date at which you can safely do paving. I understand that in my area in the north, that date was Sept. 1 or Sept. 5—I'm not sure which. But last fall, for some reason, there was paving, especially of passing lanes, right up until the third week of September. I wondered if it had to do with the good weather or perhaps the political climate last fall. Do you have a date regarding the last time or how does it vary across the province? I don't want to know each date, but is there that kind of policy?

Hon. Mr. Snow: I always considered temperature, more than than date, as the biggest factor. Mr. Gilbert may want to comment on the actual dates but if depends on whether you are laying base course asphalt or top course. In my area I have seen them out laying base course trying to get a base on a project when the snow was flying almost. Certainly, I think your finished course you have to have a great deal more control of as far as temperature is concerned. Is there a set date for each region, Mr. Gilbert?

Mr. Gilbert: We have dates for the north and for the south. But, as the minister says, a lot depends on temperature, particularly when you are considering base course. I think you can appreciate from the point of view of the travelling public, as he said, if we can get our base course down we try and get it because to use gravel through the year, particularly where you have heavy volumes of traffic, causes a good deal of problems for both maintaining it and the public driving on it. But there are days we have set up. A lot of it depends on temperature as far as base course is concerned.

Mr. Wildman: Thank you. I was concerned about that. It seems to me in my area, on Highway 17, every late fall and then again in the spring you get a tremendous amount of heaving. Right now, I think, just about every 20 ft you have a lump you have to go over. I am wondering, when you talk about construction here, is all of this vote dealing with new construction or is it reconstruction of roads? If it is reconstruction, what percentage, if any, is there between the main highways, such as Highway 17, and the

secondary highways? Maintenance of secondary highways seems over the last few years to have been somewhat neglected perhaps because of the emphasis on paving and expanding of the main highways, the main arterial routes. I would like you to comment on that. If it is for repair, is there going to be more emphasis on the secondary highway system in the 500 range or the 600 range?

Hon. Mr. Snow: Well, I am a little confused, and I just want this clarified. You are talking about reconstruction?

Mr. Wildman: Is it just new construction or is reconstruction included?

Hon. Mr. Snow: New construction, of course, is really a complete new highway on a new alignment.

Mr. Wildman: That's right.

Hon. Mr. Snow: Reconstruction is complete rebuilding of an existing road. Then we have our maintenance programme, which includes hot-mix patching and all sorts of maintenance work. Those are two separate votes. The vote we are on now is reconstruction, not maintenance work. Those are two separate votes. The vote we are on here now—

Mr. Wildman: Is construction.

Hon. Mr. Snow: —is the construction—

Mr. Wildman: Right.

Hon. Mr. Snow: —so that would be either new construction or reconstruction or construction, that would be on both—well, all the highway system. Really, this \$10 million that we're talking about here, I certainly can't, and I doubt if we can give you, detail as to what every dollar is on every highway over and above that anticipated. Because that \$10 million is spread over, say, 100 contracts we may have on at a time and the contracts went ahead faster than we had anticipated last year, even though, as I stated, we did start to slow down on the awarding of new contracts.

Mr. Wildman: I was referring to reconstruction but if you can't give us the figures, I was concerned about what percentage is being spent on secondary highways as opposed to main arterial routes like Highway 17.

Mr. Gilbert: I think, Mr. Chairman, we can't give it to you right now. I would like to say that as far as the secondary roads are concerned, in the past few years we have paid more attention to the secondary roads because I couldn't agree with you more that there was a need to do work. About two or

three years ago we started trying to build up the secondary roads to a better standard. This work is certainly carrying on. I don't know whether Mr. Harvey could give an actual breakdown of the secondary roads—

Mr. Harvey: We could, yes.

Mr. Gilbert: We could give it?

Hon. Mr. Snow: I may say that our programme for next year is at the printers now. I don't know whether you're familiar with the green book that we will be tabling in the near future.

Mr. Martel: You nearly sank Manitoulin Island last year, didn't you, with the pavement? I recall it well.

Hon. Mr. Snow: It went down a little bit. There were a lot of black marks around Sudbury.

Mr. Lane: Mr. Chairman, seeing that Mr. Martel brought up Manitoulin Island and the minister had mentioned a few minutes ago that some of the contracts went ahead because of the good weather in the fall, I think some of you people were a little sceptical about what he was saying. I point this out because I was pressing damn hard around election time to get 551 done. I was assured that while it would be tendered last fall it wouldn't be done until this year, and I was quite pleasantly surprised to find that it was pretty well along before Christmas.

Mr. Reid: Surprise, surprise.

Mr. Martel: I thought they were going to sink the island with all that asphalt that went up there last year.

Mr. Lane: I know for sure that many contracts went ahead because of the good weather that we didn't expect to have in the fall of the year. It was after the election, by the way, Elie.

Mr. Martel: There was a grader behind every tree.

Mr. Wildman: If the member for Algoma-Manitoulin (Mr. Lane) was pleasantly surprised, I'd like to turn to a rather serious question. A number of people in my riding adjacent to Sault Ste. Marie were unpleasantly surprised by the fact that the ministry last year widened the road, Highway 17, to the border of the Garden River reserve last summer and into the fall. This was after the previous minister last spring gave them assurances that the highway would not be widened

through the reserve on an alignment which they did not agree to. He had promised they would be consulted and that they would be involved in determining what that alignment might be, and that it would not be gone ahead with unless there was agreement.

I've been in contact with the ministry a number of times and certainly the band has, over the fall, about how the negotiations were going. I know this fall there were certain commitments arrived at between the band and the ministry regarding feasibility studies and so on. Then, last December the band was informed by the minister that they would have to come up with an alignment by April 1 or the ministry would widen the present road on the present right-of-way, right through the band's village. In other words, you would have a four-lane highway right through the village.

The band had further discussions with the ministry and I believe they also met with the minister—at least the chief did. At this time they were informed of a route that the ministry felt the highway should follow. This was unacceptable, in some respects, to the band and they were told—

Hon. Mr. Snow: Are you speaking of the meeting I had with the chief?

Mr. Wildman: I am informed by Chief Boissoneau that that was the gist of the meeting. I also understand that he broke off negotiations and now apparently the date of April 1 has been changed.

Hon. Mr. Snow: First, let me explain that at the meeting with Chief Boissoneau there was really no discussion regarding a route—there was no map on the table—for the realignment of the highway through the reserve.

Mr. Wildman: I believe he met with Mr. Neilipovitz a week prior to that.

[9.15]

Hon. Mr. Snow: Oh, he had been meeting with my staff many times and they've been discussing different routes. I might say that particular meeting was cancelled by the band the day before, then when I walked into my office the next morning they were all there. I don't know what happened but something did and we did discuss the particular matters.

I did state if the band could not find a suitable alignment for the realignment of the highway that the only alternative probably then would be to continue to use the present alignment. But we hoped that a new alignment would be proposed.

Mr. Wildman: I think everyone would agree to that, that a new alignment would be much better than a four-lane highway through the village. It seems to me, however, that if the band misunderstood you, and I hope they did, they got the impression they were being presented with an ultimatum by the ministry, that they were being told they had to accept the route the ministry was suggesting by April 1 or the present road would be widened where they don't want it to be widened.

Hon. Mr. Snow: I don't think that was the case.

Mr. Wildman: If that wasn't the case, I understand that that April 1 date has been changed. There's a statement in the press just today, I believe, in Sault Ste. Marie saying that that has been changed. Is that correct?

Hon. Mr. Snow: The April 1 date I believe first came about in a letter last fall to the chief stating that we would appreciate an agreement by April 1. Then the meeting that you discussed was held two weeks ago I guess. Again I emphasized to the delegation the need for a decision on an alignment. There were no maps there, there were no routes discussed that day. The chief and his band members had been carrying out feasibility studies which we had been funding as per agreements made with my predecessor.

Mr. Wildman: I understand they have some disagreement as to whether or not those funding programmes are being carried out the way it was suggested. But that isn't the main reason for the dispute.

Hon. Mr. Snow: Any funding that was committed by the ministry, by my predecessor, has been or is being made available to the band to do this work, to carry out their duties.

Mr. Wildman: Since this is treaty land I believe the federal statute says that if treaty land is to be given up there has to be a referendum held in the band, that is, every band member must be able to vote on whether or not this land will be given up.

I wonder if you might comment on a statement that was made by the Minister of Housing (Mr. Rhodes) in the Sault Daily Star March 8, after the chief made his statement, in which Mr. Rhodes said he was not certain Mr. Snow "totally understood" the Ojibway's position on the four-lane highway through the reserve. Mr. Rhodes then stated he was going to meet with you.

Has that disagreement either between Mr. Rhodes and yourself or between the band and the ministry been clarified since that time and can we expect direct negotiations between the ministry and the band to continue? Would you be prepared to go to Garden River to negotiate with the band?

Hon. Mr. Snow: There are a lot of questions there. There was a request for a meeting some time ago and I said I certainly would be prepared to meet with the band. Then the band wanted me to come to the Garden River reserve for the meeting. I stated that I would but because of commitments ahead and with the House opening and so on I would probably not be available to take a day to go to Sault Ste. Marie and to the reserve for several weeks, because I knew there were things like our estimates and so on that we were dealing with. So at that time the decision was made that the members of the band would come to Toronto for a meeting.

Mr. Wildman: Just one final question, Mr. Chairman. Could the minister clarify for me how the previous minister and the ministry in general could make a commitment to the band that the road would go where they wanted it to go and then build the five-lane highway right to the border of the reserve? Surely, it has to hook up and it has to hook up by moving on to the reserve land. The band, as I understand it, wants the road to be built north of the hookup. How on earth is this going to be hooked up without affecting reserve land that the band does not want affected?

Hon. Mr. Snow: There are several alternatives remaining open to us at this stage, and I'm quite prepared to sit down and carry out discussions and negotiations with the band. Mr. Neilipovitz has been discussing these alternative routes for the highway on a regular basis for the last two years. The section you are talking about—a section of Highway 17 within the city of Sault Ste. Marie—has been reconstructed. A plan has been laid out for the reconstruction of Highway 17 in which we will start at Sudbury and at Sault Ste. Marie and work on a gradual basis from both ends. Then some day—and I hope we all live long enough—we may see it joined in the middle.

Mr. Wildman: Maybe 1995.

Hon. Mr. Snow: More than a year ago, when Mr. Rhodes held discussions with the band, it was decided that that section through the reserve would be delayed to give the band time to consider all their plans and to

carry out their feasibility studies. So normally there would have been a construction contract in the band property or across the reserve involving a new alignment or the existing alignment or whatever had been decided upon. If that decision had been made a year ago, when we might have anticipated it would be made, that contract would have been carried out this year, but because the band wanted more time and some money to do some studies, this was granted by my predecessor. I don't think you would disagree with it at all. These studies have been carried out now for many months.

I would hope that the band would bring their studies to a conclusion in the not-too-distant future. I have no hangup on the first day of April. That date was established six months ahead—we weren't saying we want a decision next week. You quoted Mr. Rhodes as saying that I, as a new minister, didn't fully understand it. I don't pretend to be an instant expert, and in going over this with my staff last fall and being briefed on the background of the studies and everything that was going on, it seemed reasonable to write that letter and ask the band for a decision by April 1. That didn't appear to me to be putting a gun to anybody's head, when you had that many months. Now we're getting a little closer to the first of April. The chief apparently has not been able to come to conclusions with his band members. If a few more months is going to assist him, and I see him coming to his conclusions, then fine. But on the other hand I'd like your feelings. It's your particular area. If there's no conclusion going to be available a year from today or two years from today or three years from today, then I am concerned.

Mr. Wildman: Certainly I think the band would feel the same way. They would like to have it decided one way or the other. I don't presume to speak for them, but as you can imagine this is treaty land. I believe in 1850 when the Robinson-Huron treaty was signed there were 130,000 acres on that reserve. That reserve is now 30,000 acres in size. There's been some depletion.

Hon. Mr. Snow: I don't think that is the result of my ministry.

Mr. Wildman: No, but I'm just pointing out as background that this is a very emotional issue with the band. The land has been disappearing for a long time and any removal of land from the reserve involves a great deal of discussion and difficulty especially with the elderly people in the band. I'm meeting tomorrow with all the chiefs of

the reserves between Sault Ste. Marie and Sudbury. I've been invited to the meeting and I hope, if it's possible, I would take the message from you that you would be willing to negotiate further and that the whole thing can be settled by negotiations rather than any other method.

Hon. Mr. Snow: I think we've proven by our past negotiations and in supplying the funding my predecessor did to the band to carry out the studies that we want to select the best possible route, looking at it from all aspects, for this particular section of highway to improve a very important transportation corridor across Ontario—in fact across Canada.

Mr. Wildman: Excuse me, Mr. Chairman, if I might be allowed one more question, I understand that the alignment as suggested by the ministry at the west end of the reserve where the major dispute is—and there is some dispute in the whole thing—crosses a section of a subdivision which the band has in the planning and which the band hopes to have started with federal funds, I believe, in the not too distant future.

Hon. Mr. Snow: My understanding is there is no disagreement over, I would say, 80 to 90 per cent of the length of the route through the reserve.

Mr. Wildman: Not major, no.

Hon. Mr. Snow: This is the understanding that I have. At the west end where you are referring to, the plans that I have seen have five or six different possible routings. We have a difficult situation there. We have the highway immediately adjacent to the railroad track. To get the highway from the south side of the tracks to the north side of the tracks creates a problem because they are side by side. At some stage you have to swing the highway south in order to get a curve.

Mr. Wildman: That's a major dispute. I think the band would like the highway to stay north.

Hon. Mr. Snow: How do you get an overpass, a grade separation of a highway and a railroad that are now side by side like two lanes? You have to swing that road south a few hundred feet or maybe 1,000 feet in order to get a crossing. You don't have to cross at 90 degrees but you have to cross.

Mr. Wildman: If you were going west the band would not like you to come across the railroad track at all but to go through what is called Second Line in Sault Ste. Marie. This is the major dispute. I don't think I

want to take up the committee's time going over these specifics but I certainly am gratified that you are willing to have further negotiations to settle this.

[9:30]

Hon. Mr. Snow: I would point out that the particular piece of road that you are talking about has nothing to do with the money that we are talking about at this time. I know the member is interested in these things. I am as interested as he is. I have had discussions with my predecessor, who is very familiar with the whole situation, and I am sure we can work something out.

But, as I say, I am concerned about the timing. Because, knowing the situation with treaty lands, once we do come to an agreement, or presuming that we do come to an agreement on an alignment, then there is a rather long and tedious procedure to go through of negotiating the actual sale of the lands and the vote by the band, and the approval of the federal ministry, which I understand has to be received for the lands to be sold.

So, dealing with treaty lands across the reserve is somewhat different than—I mean, even if the chief were to come down here tomorrow morning, or I was to go up there, and we were to agree on the alignment, I still don't have any real idea of when we could start planning construction, because of the balance of the negotiations that have to take place.

We are trying to plan our programme for construction for next year. As I say, our programme had to be planned. Our book that shows all these projects we plan to carry out next year, I hope to be able to table in the Legislature probably right after the break.

Mr. Wildman: If I may, Mr. Chairman, I brought it up—although I realize the road across the reserve is not in this vote—the road that was built to the border of this reserve was in last year's estimates.

Mr. Chairman: Mr. Haggerty.

Mr. Haggerty: Already? Things have really changed. Thank you, Mr. Chairman. I want to question the minister perhaps on some of the expenditures here today on vote 2304, capital construction.

I believe it was within the last year that I raised a question with the minister about the construction of the overpasses on the Queen Elizabeth Way from Niagara Falls on down to Fort Erie. I am thinking particularly of the one now being constructed opposite the

overpass—it might be called Baker Rd., south of Lyons Creek Rd. Perhaps Mr. Bidell is thinking over there pretty hard.

Hon. Mr. Snow: You have lost me already.

Mr. Haggerty: Regional Road 47—that is the reason I left the committee, to go down and pick out some of the new road numbers. It's between Regional Road 47—that's Lyons Creek Rd. and Sodom Rd.

I had brought to the attention of the present minister and the former minister a matter concerning Regional Road 25. That is a road that runs from Welland to the Niagara Blvd. in the town of Fort Erie. It's an old county road—county road No. 7. I think Mr. Swart can remember that name pretty well. It crosses the Queen Elizabeth Way at a place called Douglas Town. There has been a number of accidents at this intersection. It's a very hazardous intersection. My question is: In what priority did you construct the overpass at Baker Rd.? It's almost a clay road. This is in the city of Niagara Falls.

Mr. Swart: Not in your riding.

Mr. Haggerty: Not in my riding—but based upon priorities—the number of accidents at certain intersections. Why did MTC construct this particular bridge? I think they told me last year they were only putting surplus fill in that area to settle the base. I don't think they had any projection for constructing the overpass itself this year. But it is pretty well on its way now. They have the 40 mile per hour speed limit up on the Queen Elizabeth Way, with all columns in place and the abutments built. Have you any idea where it is now?

Hon. Mr. Snow: I am not totally familiar with the area.

Mr. Haggerty: It would be nice if we could have different maps that we could put on the wall and pinpoint some of these things here. The question is the expenditure of money. I don't know what it cost to put an overpass in there, but why isn't work done where the need is the greatest? And the greatest need is at this Regional Road 25.

Hon. Mr. Snow: I would hope that that is the way all of our projects are done.

Mr. Haggerty: I'll tell you—if you carried out a road study report in that area it wouldn't want an overpass there.

Mr. Gilbert: Mr. Haggerty, one thing, though: Are you saying the priority is along the QEW or are you saying the priority is with something else? As you know, we have

been attempting to control the access all along the QEW. It's been going on for a long time. Are you talking about the priority along the QEW or the priority with something else?

Mr. Haggerty: I'm talking about the priority of constructing on a site where the need is the greatest; where there is a number of accidents.

Hon. Mr. Snow: Your point is we should be constructing an interchange on some other road.

Mr. Haggerty: That's right, before this one here.

Hon. Mr. Snow: I don't know whether Mr. Harvey or someone could enlighten us.

Mr. Harvey: What road?

Mr. Haggerty: The site is between the Sodom Rd. and Bowen Rd.—Black Creek Rd., I guess you call it that; Regional Road 25; that's right.

Mr. Harvey: Black Creek Rd.; that's not the five-year programme. That's the last interchange to be constructed.

Mr. Haggerty: It apparently will be the last one because it's the only one that is left, but why wait until this time? You've spent about—what is the cost involved in that anyway?

Mr. Harvey: It's \$322,000.

Mr. Haggerty: Three hundred and twenty-two thousand. There are very few vehicles that cross that intersection to the Queen Elizabeth Way, and here is one about a mile and a half or two miles further south where there has been a number of accidents. I'm sure there is correspondence from my office, from the municipality of the town of Fort Erie, from the regional municipality of Niagara, from the former county of Welland to say there was a greater need for an overpass there. I know, as chairman of the Welland county roads committee, and Mr. Swart, who has been a member of that committee, is well aware of the need for an overpass there.

Mr. Gilbert: Mr. Chairman, is this an overpass, too, that you are talking about?

Hon. Mr. Snow: It's an interchange.

Mr. Gilbert: It's an interchange. The one you're talking about is an interchange. I don't know whether this happened here—I don't know whether Mr. Harvey has any more on

this—but quite often we can have a straight overpass ready and we can actually go ahead and schedule it if funds become available, say, from another source.

Mr. Haggerty: I believe this one at Black Creek Rd. is supposed to have been a flyover.

Mr. Gilbert: Yes.

Mr. Haggerty: That's right. That was in some report back in 1966 or something like that.

Mr. Gilbert: All I'm getting at, Mr. Haggerty, is that a flyover costs a lot less money to build than an interchange. Quite often we can go ahead on a flyover or something like that and put that in our schedule, if the property is all bought; we can go ahead with that and put it in. I don't know whether that happened here or not but when it comes to an interchange you to acquire more property and everything else. Those are the kinds of things you run into that delay it as far as scheduling is concerned.

Mr. Haggerty: This has been on the books for the last 10 or 12 years. It's been slated for this year.

Hon. Mr. Snow: We have many projects which have been on the books a lot longer than that.

Mr. Haggerty: And a lot less, too.

Mr. Reid: Some we would like to see aren't on the books.

Mr. Gilbert: I understand we have run into property difficulties on this particular interchange. I don't know where they stand at the moment.

Mr. Haggerty: If you stuck to one of the original studies which was made—I think it was Margison.

Mr. Gilbert: Margison, yes.

Mr. Haggerty: They made a study, back in 1966 I believe it was, and they suggested the Black Creek overpass. I'm sure the land could have been bought at that time for that flyover. It's right where a bridge is located at Black Creek. If you are at that intersection you can't see a car coming from the east at all. It's very dangerous. I thought, perhaps based upon the number of fatalities and the accidents that occur there, you would have surely given more consideration to this than the one at Baker Rd.

Mr. Gilbert: As I say, Mr. Haggerty, sometimes when property is available and everything else, we will go ahead on one that perhaps is a little higher than the other, if we don't have property at that particular location. It has been our scheme, as you know, to try to get completely controlled access along the QEW.

Mr. Haggerty: I wouldn't be a bit surprised if the overpass you're constructing now doesn't even connect up with Regional Road 25. If I recall that area, you're getting into areas where you are completely lost, because very few can come out on that Regional Road 25. Montrose Rd. is the only one I know of which runs directly into it.

Hon. Mr. Snow: We can get you a detailed report on the reasoning behind it. We may not be able to give you everything—

Mr. Haggerty: I didn't accept your reasons the last time and I can't accept them this time, because I think it's just ridiculous. Based upon the greater need to reduce the number of accidents on the road, this is where you should have constructed it. It could perhaps have been one of the last ones to be built in the area.

Another matter I'm concerned about is a letter I received from the minister concerning Highway 406. I don't know if this is going to be part of the programme this year or if it is in these expenditures or not. It's finished now out by the Seaway Mall in Welland, I guess; and the new proposal is for a crossing of the old Welland Canal, and to extend the highway to the east over to Darby Rd., I believe, in the city of Welland, then out towards Towers to the East Main tunnel. What planning is there that's going to guarantee that it's not going to be built in a built-up area in the city of Welland?

As I recall other studies that were made in the Niagara region, particularly in the old county of Welland—and I can think of a couple of proposals that were suggested there—we had Highway 58 going out to Rice Rd., near Niagara College. That was supposed to have been designated as part of the highway system but, for some unknown reason, through the planning of the city of Welland, we've allowed it to build up into a highly urbanized area and, of course, it won't even carry city traffic today.

In past studies in the former county of Welland, I thought the purpose of building highways and good county roads, as they were at that time, was to carry a certain flow of traffic at a certain rate of speed. I can think of many county roads in the city of Welland

where they have allowed a highly urbanized corridor to build up to the point where they're talking about reducing the speed limits in that particular area to move traffic from one point to another point.

I feel that before you move into any firm decision on Highway 406, you should get a commitment from the city of Welland, in terms of their planning proposals for that area, that there will be no development along the road at all unless service roads are provided. It should be strictly for highway purposes alone. For example, Highway 140 allows no build-up in that area at all unless it is on a side road.

Hon. Mr. Snow: There's a different degree of control, of course—

Mr. Haggerty: Controlled access; that's what I'm talking about.

Hon. Mr. Snow: —that we have as a ministry on provincial roads as opposed to what we have on county roads or regional roads.

Mr. Haggerty: I can see what's going to happen here on this highway—

Hon. Mr. Snow: That problem in many cases is that a road that could be capable of handling a rather high level of traffic movement loses that capability because of development that the municipality will allow along that road.

Mr. Haggerty: You see, Highway 58 from Port Colborne to the southerly limits of the city of Welland is a controlled-access route. There is a very little build-up—

Hon. Mr. Snow: This particular situation that you've been mentioning, Highway 406 as it involves the city of Welland and the region of Niagara, is something that we've been working on very currently. I'm fairly familiar with it. We've had several—

Mr. Haggerty: But if you consider the portion of Highway 58 that comes out north of Welland and goes through the former township of Thorold, and look at the built-up area that has occurred on Highway 58, if there had been proper planning controls at that time you still could have used that as the access for the continuance of Highway 58 through the city of Welland without going to an expenditure on Highway 406.

If you don't have some commitment from the city of Welland or if you don't designate it as a controlled-access highway, then you're going to have a highly urbanized area with perhaps commercial enterprises all the way along it.

Hon. Mr. Snow: I don't think this is going to happen, certainly not on Highway 406, because Highway 406 is going to be a controlled-access highway.

Mr. Haggerty: All the way through to your new proposals for the East Main St. tunnel?

Hon. Mr. Snow: The lower section of it, as I understand it, is going to be—if I recall the finalization, close to finalization, of this plan with the region—I think we have the resolution from the region of Niagara now, do we not? I believe so. All our planning people are not here tonight for this particular—

[9:45]

Mr. Haggerty: The information I get is that as soon as you designate this as a right-of-way for a provincial highway, they are just looking for the development in that area. The developers are sitting, waiting, now for you to move in there. I want to be assured that you are looking after the motorists travelling from the city of Port Colborne to St. Catharines; they should be guaranteed that this is going to be—

Hon. Mr. Snow: As I understand it, the lower section going down to—is it Tower Line Rd. or Base Line Rd.?

Mr. Haggerty: I imagine it might be Darby Rd. or some place in there. I don't know. It wouldn't be Darby. That's on the other side.

Hon. Mr. Snow: The lower section is to be a four-lane arterial.

Mr. Haggerty: Pardon?

Hon. Mr. Snow: The lower section is to be a four-lane arterial road and the upper section from where the 406 terminates now down to East Main St.—is that the one I am looking for?

An hon. member: I think so.

Mr. Haggerty: It comes out by Towers—

Hon. Mr. Snow: No, the first section down to East Main St. is to be a four-lane expressway and from East Main St. down to—this was a discussion at the most recent meeting I had with the people from that area—from East Main down to the Base Line Rd. or Tower Line Rd.—

Mr. Swart: Gas Line Rd.?

Mr. Haggerty: Gas Line Rd.

Hon. Mr. Snow: Gas Line Rd.?

Mr. Haggerty: Surely you are not going to move out in that direction, are you?

Hon. Mr. Snow: I know where it is anyway and the last section, going through the south end of the city of Welland—

Mr. Haggerty: That's right.

Hon. Mr. Snow: —is to be a four-lane arterial rather than a four-lane expressway. At that point traffic can split and go down either 140 or 58.

Mr. Haggerty: You have to cross Town Line tunnel there.

Hon. Mr. Snow: Yes, a lower tunnel.

Mr. Haggerty: Town Line Rd., that's right.

Hon. Mr. Snow: From the present termination of 406 now to the East Main St. tunnel will be four-lane expressway and from there to the Town Line Rd. will be four-lane arterial. This is my understanding of the decision or recommendation of the technical committee.

Mr. Gilbert: It included both regional people and ourselves.

Mr. Haggerty: I just want to make sure that I can be assured that it's going to be a controlled-access highway and you are not going to allow it to be built up on both sides. The first thing you know, they will be back there in three or four years from now, asking to bring the speed limit down to about 25 or 30 miles an hour where it should be to move traffic.

Mr. Gilbert: As you know, Mr. Haggerty, we have an awful time trying to maintain that designation. I am glad to see that we are getting your support in it.

Mr. Haggerty: You have always had my support.

Hon. Mr. Snow: Mr. Swart, the part that he is talking about is in your riding.

Mr. Swart: That's right.

Mr. Haggerty: I have supported you on Highway 140 for controlled access, because you have to move the traffic and you are not going to move it at 30 miles an hour.

Hon. Mr. Snow: There is no use in us building new highways to move high traffic volumes and then allowing development down both sides.

Mr. Haggerty: This is one of the problems I find now with the Niagara regional setup,

the council there. Under the county form of government there was a bylaw that wouldn't allow this type of strip development along these roads but since they went into the region, this is all we can see. I can think particularly of that development—what's the regional road? The one that runs from Waynefleet to Vineland. You get out near Canberra Rd. It used to be development road No. 4. I don't know what it is now—

Mr. Swart: Town Line Rd.

Mr. Haggerty: Town Line Rd. You take that area and see how it is being built up now with houses by that intersection, traffic is not going to be able to move in that direction before long.

These are the points I wanted to bring to the minister and, hopefully, if you are going to make that loop around the city of Welland and you have to move traffic from the city of Port Colborne, that is the most direct route to the city of St. Catharines or even to the Queen Elizabeth, through that area.

Hon. Mr. Snow: That's right. That's the whole idea.

Mr. Haggerty: The whole idea. Now, what happens to Highway 406, north of the Penn Centre in Welland? When is this going to be completed downtown to the Queen Elizabeth area?

Hon. Mr. Snow: In the city of St. Catharines?

Mr. Haggerty: In the city of St. Catharines. Is that going to go through there or what?

Mr. Gilbert: We still have further studies on that.

Mr. Haggerty: You're still giving study to that one? There have been more studies made of that—it's cost us a fortune in consultants' fees. That's another thing. Perhaps we've spent more money in the Regional Municipality of Niagara for consultants' fees when instead we could have constructed a four-lane highway down there from Port Colborne to St. Catharines. It's been a consultant's paradise.

Hon. Mr. Snow: We have that last section within our five-year plan.

Mr. Martel: I've heard of some of the five-year plans around here.

Mr. Haggerty: When can we expect that latest study on transportation in the Niagara district? Is it completed now?

Hon. Mr. Snow: The Niagara regional study?

Mr. Haggerty: That's right.

Hon. Mr. Snow: I think it's pretty well finalized now.

Mr. Haggerty: Is there any possibility of getting a copy of that report? They keep telling me it's been finalized but I've never seen one yet.

Hon. Mr. Snow: As soon as the report is finalized and prepared, it will be presented to the municipality.

Mr. Haggerty: I think more consideration should be given to the members of the Ontario Legislature when these reports come out. You have a committee but I think we're some of the last persons to know what's going on, yet we have quite an interest in the area, particularly in a riding. I think we should be better informed than we have been in the past.

Hon. Mr. Snow: We'll see that you get a copy of the report the moment it is available.

Mr. Moffatt: I would like to ask some questions about the capital construction as it pertains to the area east of Metro. I was pleased to hear the minister's statement in which he said that we were going to see a greater impetus by the province in rail transit areas. I hope that doesn't mean we're just going to see an expansion of the GO system within the boundaries of Metropolitan Toronto. As you are aware, Mr. Minister, there are a number of municipalities east of Pickering where the GO system would be welcome now.

Hon. Mr. Snow: Excuse me, Mr. Chairman. Are we discussing transit or are we discussing roads?

Mr. Moffatt: It was capital construction. That was in your opening statement.

Mr. Chairman: That is vote 2304.

Mr. Moffatt: I want to deal with road construction particularly because what is happening now is that the road construction we see going on from Pickering to Newcastle—or the studies that have apparently been done through Whitby, Oshawa, Bowmanville and then on to Newcastle—I would gather there is money in this particular budget allotment which is earmarked for that particular area? Is that not correct, sir?

Hon. Mr. Snow: No, it is not correct.

Mr. Moffatt: There is no money for the 401 expansion from Pickering to Newcastle?

Hon. Mr. Snow: Not in this vote. This is money for work that has already been done. This is supplementary estimates for the current year.

Mr. Moffatt: All right, I'll leave that. That's fine.

Hon. Mr. Snow: I know what you're talking about but you'll get your chance on that in another vote.

Mr. Moffatt: That's fine. It's not detailed here so I wasn't aware that those were not in.

Hon. Mr. Snow: This is for 1975-1976 year. Basically, our year is over in another two weeks.

Mr. Moffatt: Okay.

Hon. Mr. Snow: The \$10 million we're talking about here in additional capital construction is really money that was spent last October or November because the programme went ahead faster, as I've already explained.

Mr. Moffatt: Okay. If we're only talking about construction projects which have begun, can I ask how much of the money in this particular budget is for actual new road construction where there was no road before?

Mr. Gilbert: I don't think we can give that here.

Hon. Mr. Snow: Where there was no road before?

Mr. Moffatt: You said in your opening remarks, in response to Mr. Wildman and other people, that some of this money was detailed—

Hon. Mr. Snow: I didn't say that any of the money was detailed. I was trying to define the types of construction. One was new construction. As new construction, I think of Highway 402, which is a complete new alignment from London to Sarnia, or areas of Highway 17, west of Sudbury, where we are leaving the old alignment and building on a completely new alignment. We are talking also about 417 down in eastern Ontario where there is a completely new alignment.

Then there is reconstruction, like the 401 out in the area you're talking about. That is reconstruction where we're taking a four-lane divided highway and turning it into a six-lane or eight-lane or whatever it might

be divided highway, with new interchanges and so on. That is reconstruction.

Then if it is just a repair job, patching and whatnot, that's in our maintenance budget. There is a different—

Mr. Moffatt: There is no way of determining how much of this \$10 million went to roads rebuilding and roads new construction? All right, that clears up that.

Mr. Gilbert: No.

Hon. Mr. Snow: As I illustrated before, this \$10 million is spread over roughly 100 contracts which are in our programme at any one time. Because of the weather, the good construction season and the fact that there were no major strikes or work stoppages of any kind last summer, every job just went barrelling right ahead and we got ahead faster than we had anticipated.

It is the same thing when we get to—if we're not jumping around—this is the main reason, when we get into the transit programme—transit capital, the TTC subway job—all the labour contracts in the construction industry came up last May and it was anticipated there would be some strikes or work stoppages but there was practically none. Those jobs just went right ahead faster than anticipated.

Mr. Moffatt: I will ask three specific questions, then I'll stop.

Hon. Mr. Snow: Not that I like strikes, but if we had had a three-month strike or a two-month strike in the construction industry last summer we wouldn't be back here looking for this money because the jobs would have been slowed down enough that they wouldn't have overspent.

Mr. Moffatt: It seems to me that there are three particular areas that I'd like specific answers to.

If the construction season was as long and as conducive to work as the minister has outlined, I would like to know why Highways 115 and 35 construction—particularly the 115 reconstruction—and safety measures were not completed earlier than they were? They are not completed at this date. I would like to know how much of the ministry's budget went to the building of the new interchange at Wesleyville on the 401. I'd like to know how much of the ministry's budget went to the Oshawa reconstruction of 401.

I understand there's been a tremendous amount of money spent in that area with

regard to informing the public of the changes which are proposed and that the whole thing is now up in the air again. It may well mean that this money, having been spent, will be out the window. Those three questions I'd like specific answers to, if I could.

Hon. Mr. Snow: On the 115 project, I don't believe anything has really been done there except to put a sign up.

The contract was awarded shortly after I became minister last fall. I think that is the contract that you are—

Mr. Moffatt: If I may, with regard to 115, the contract was promised last spring and construction did begin shortly after Sept. 18. There was base coat down in the turn lanes. On the site, all of the electrical installations are apparently assembled and ready to go up and have been so for about three months now. There are a number of signs lying in various stages of assembly all through that area. If the construction weather was so good last fall, that highway which is probably the most dangerous stretch of road in the province—and I think your people agreed with that—should have been No. 1 priority. There was simply a beginning made and then everything stopped again.

Hon. Mr. Snow: In all due respect, that contract was awarded after I became minister. It was one of the first contracts that I signed as minister and I took over on Oct. 6.

Mr. Moffatt: I'm not questioning that at all.

Hon. Mr. Snow: Many times you would award a contract that late in the season and probably not get any work carried out on it.

Mr. Moffatt: With all respect, sir, your people were in that area for meetings a year or a year and a half before that.
[10:00]

Hon. Mr. Snow: It takes almost a year's meetings now on any construction project to go through the public participation process—

Mr. Moffatt: The public perhaps were ahead of time on that one, because the public were demanding it be done.

Hon. Mr. Snow:—and the meetings that are held to explain the programme. We are doing this almost continuously; in some area we are holding this type of meeting, explaining

the project and getting the feedback from the people in the area. When it was approved to go ahead with design for this project, I can't tell you; it was before my time.

Mr. Gilbert: Certainly, as the minister said, in that particular area there was an awful lot of discussion that went on with the local people and what have you in order to try to come up with the best remedy for the problem down there. Perhaps you can say, "Well, you took too long to get it done," but there was a priority put on Highway 115 to go ahead with the improvements that are taking place at this time. There were meetings with everyone and so on.

I think the one thing we have to appreciate is that although we have geared up our ministry to respond to public participation, it does take time to do this; and having completed all these discussions, then you have to go into the process of designing. You know, if we went out with a design and laid that in front of the people, then we would be getting the criticism that there isn't public participation. So really you have to go through this process, then you get things put together and go ahead to design it and call a contract. But there certainly was a lot of emphasis put on that project.

Mr. Moffatt: Mr. Chairman, I appreciate the remarks that Mr. Gilbert has made. The unfortunate occurrence here is that all of the public participation that was carried on was carried on before October, 1974; and we had ministry people and the local member of that day saying in October 1974, that the highway was of immediate priority and a beginning would be made as soon as the construction season started in the spring of 1975.

In the spring of 1975, we had an announcement that something was going to be done; then nothing happened. There was no public participation after the announcement; the public participation was all for five years previous, asking the ministry to do something. I'm not attempting to quibble with the amount of work that you have to put into these kinds of things, except there was that kind of commitment made a full year before anything was done. In that particular case, I think there was a great deal of foot-dragging by the ministry.

Hon. Mr. Snow: I cannot comment on all of the details of what went on back in 1974 and 1975, because I am not familiar with them; I wasn't here. But as far as I am concerned, there has been no foot-dragging

on that contract or any other contract if we get the go-ahead and if we have the money to proceed.

That particular contract was awarded in October. It is pretty hard to award a highway contract in October and expect to get too much done in that particular construction year, because you run out of construction weather very quickly after mid-October. You say they have had things on the site for the last three months; well, I must say the last three months have not been the most conducive to carrying out highway construction work. There has been more emphasis on ploughing snow off the highways than putting asphalt on them.

Mr. Chairman: Do you have anything else, Mr. Moffatt?

Mr. Moffatt: I would like—maybe the answer isn't available tonight—

Hon. Mr. Snow: Oh, Wesleyville. Has anybody got a figure? From Highway 401 at Oshawa, there has been no money spent there, to my knowledge.

Mr. Gilbert: Are you talking about planning in the Oshawa area or actual construction?

Mr. Moffatt: We are only on construction so that is all I can ask about. Has there been no construction at all? No acquisition of property?

Hon. Mr. Snow: Not to my knowledge. Which highway?

Mr. Moffatt: Highway 401.

Hon. Mr. Snow: Yes, 401 and what?

Mr. Moffatt: And Wesleyville Rd., at the Wesleyville nuclear station. It's west between 28 and—

Mr. Gilbert: All I can say is that if we can't get it right now we can get it for you, Mr. Moffatt, and can give it to you.

Hon. Mr. Snow: I am not familiar with that particular project.

Mr. Chairman: Mr. Reid.

Mr. Reid: Thank you. I have two very brief comments. I presume that this money was spent under Management Board order and it was all duly processed.

The other thing is—and I must slip this in—under new road construction I am sorry to see that you didn't build the highway between Atikokan and Ignace and I am sure that it will be in next year's programme.

Hon. Mr. Snow: It is in the long-range plans.

Mr. Reid: It is in the long-range plans, really?

Mr. Martel: Long, long!

Hon. Mr. Snow: How long is long? Is it not in the five-year plan.

Mr. Reid: I shouldn't have asked for anything more.

Hon. Mr. Snow: No. As you know, we met with the northwestern chamber of commerce and a gentleman whose name is—

Mr. Reid: Bob Moffatt.

Hon. Mr. Snow: —from Atikokan suggested to me an alternative to what has been considered for the Atikokan-Ignace alignment. There is no doubt in my mind, knowing a little bit about the area and looking at the map and hearing the deputations from northwestern Ontario for so many years now, that this would be an important road for them.

I asked this gentleman to send me a map showing his proposals. That arrived on my desk last week and now I have forwarded it to the staff for a report. This sounded like a reasonable alternative. It would not be as short a distance. You go down to the highway a little further but there is a road running up to the Domtar camp and running down through Martin and it would cut—instead of having 50 miles of new road between Atikokan and Ignace direct, this would be an 80-mile trip to get from Atikokan to Ignace using this other alignment, but it would be a lot better than the 200 miles they have to travel now.

Mr. Reid: Over 200 miles.

Hon. Mr. Snow: I think he said 200 to me. I can't comment on the feasibility of this alternative at this moment because we just received his map.

Mr. Reid: It would be a very cheap way to do it.

Hon. Mr. Snow: We received this map last week and, as I say, on the surface to me it looks quite reasonable and interesting. We are investigating it.

As I suggested and as you know some of the road work we are doing in northwestern Ontario is being done with special funding from the regional priorities budget with the co-operation of DREE and federal people and so on. This might be a road which we

couldn't substantiate, strictly from a traffic movement point of view, out of our limited budget but it may have other development priorities instead of the transportation point of view.

If so, then this road may very well be a candidate next year or the year after in the regional priority budget just as we are going to be doing some road work in northwestern Ontario in this coming year, which you will see when our green book is tabled. We are going to be doing some work up there which will show in our ministry's programme but the funds are not in our ministry's vote; they are in the vote of TEIGA. That may be the way to get the Atikokan to Ignace road built—

Mr. Reid: We will take it anyway we can get it—

Hon. Mr. Snow: —sometime in the future.

Mr. Reid: —Nearly.

Mr. Shore: Want to trade a hospital for that?

Mr. Swart: There are two items I would like to raise under this vote. I guess they both pertain to capital construction although I doubt very much if they are included in this \$10 million but I presume that will not exclude them from being discussed as it hasn't most others.

The first matter I want to raise is the problem being experienced in the tunnels under the Welland ship canal which was highlighted just recently with 23 vehicles being involved in an accident in the tunnel at Thorold. At the same time three or four vehicles collided in one tunnel in Welland, and some vehicles in the other tunnel, because of the road conditions.

This isn't a rare happening, particularly in the tunnel at Thorold, which is much the longer of the tunnels. There are repeated accidents and fatalities there and in the approaches to it, since that tunnel has been opened, as I am sure your staff are aware. There is a disproportionate number of accidents, I suppose, compared to almost any other bridge or any other road with that volume of traffic in the province. It seems to me that in the design there is either something wrong, or the conditions—the temperature of the road on the approaches to the tunnel and in the tunnel, cause that—

Hon. Mr. Snow: This is my understanding, Mr. Swart. We have a similar situation on our elevated highways and bridges.

Mr. Swart: That's right, only it is much worse. The proportionate traffic count through the tunnel—in proportion to the number of vehicles, the number of accidents is much, much worse than it is on the overpass over the canal at St. Catharines, for instance, on the Queen Elizabeth Way. I am wondering if this has received the detailed study of your ministry and whether it is possible to provide some heating in the pavement on the access to it, or if there is some other way of maintaining this to greatly reduce the number of accidents that occur in that area.

It would seem to me that some action has to be taken there, other than just the normal sanding and the normal maintenance of the roads or bridges. The seriousness of the situation, I think, warrants it. I am not sure what the answer is, but I am posing this as a question really.

Hon. Mr. Snow: No, I am not sure either. No, it is my understanding that the reaction in the tunnels is sort of the reverse of the reaction on the overpasses. When you get certain atmospheric conditions, you get condensation in the tunnel and if it turns cold very quickly then of course you get freezing conditions that can happen very quickly. No matter how fast we react to it with salt and sand, sometimes accidents will happen in the meantime, the same as they do on the overpasses.

Just a few weeks ago, coming in on 401, the road was perfectly dry and as safe to drive on as it would be in the middle of July. As soon as we hit the elevated sections at the 427-401 interchange, cars were going like this, and it's just a condition that has happened so quickly, no one was prepared. It takes an hour or half an hour or something to get some sand out on that road.

Mr. Swart: I recognize that, Mr. Minister, but I think the statistics would prove—and I would hope that your staff would look at the statistics—that the tunnels for some reason or other constitute a much greater hazard in this regard than do the overpasses or the bridges.

Hon. Mr. Snow: You see, Ray, you don't want one of those.

Mr. Haggerty: Oh yes, but that one—

Hon. Mr. Snow: Excuse me, I am sorry.

Mr. Chairman: Order please, there seems to be a fair amount of extra chatter in the background.

Hon. Mr. Snow: I was just finding a reason not to build that \$50 million tunnel at Port Colborne, because it might get slippery.

Mr. Haggerty: You can start there any time. My next major problem is the motorists using that tunnel, the speed that they go through.

Mr. Swart: Mr. Chairman, I suggest that—

Hon. Mr. Snow: No, I understand the problem. I don't know whether any of our technical people want to comment on it or not. I realize—

Mr. Swart: I just want to ask; given the seriousness of—

Hon. Mr. Snow: We know the problem; it is a case of trying to react to it quickly enough and trying to anticipate this condition developing. Sometimes you can anticipate a storm or anticipate these conditions, you can be a little readier at some times than others.

Mr. Swart: I think, Mr. Minister, it needs more than that. I would like if possible—I leave this subject, I have had the assurance that your staff would look into this. I'm not sure whether any jurisdiction in the country or in the world has provided any other measures to prevent these conditions existing, but I would like it looked into. Could I be assured that I can have a report on it?

[10:15]

Hon. Mr. Snow: We will certainly—

Mr. Swart: I don't mean a report on the accident.

Hon. Mr. Snow: We have a serious accident that took place there just over the weekend, and we will certainly be looking into that particular case. I haven't heard yet whether there will be an inquest into that particular fatality, which may bring out a report. But whether there is or not, I certainly will request a report from staff as to what we might do to prevent the same thing from happening all over again.

Mr. Swart: Thank you. The second and last issue I want to raise concerns the replacement of the bridge at Port Robinson. Your predecessor was aware of the conditions there with regard to the destruction of the bridge by a vessel in August, 1974, and the decision—which was a decision jointly announced by the federal Minister of Transport and the Minister of Transportation and Communica-

tions of Ontario—not to replace the bridge, nor to construct a tunnel under the Welland Canal.

Representation was made to the former Minister of Transportation and Communications. I think Mr. Bidell was there at the time. I think there was some feeling on the part of the provincial minister that perhaps it was a mistake not to replace the crossing—I don't want to put any words in his mouth. But due to the fact that an agreement exists between the province and the federal government to replace all of the bridges on the canal with tunnels—not a tunnel to replace each bridge, but a number of tunnels which would replace all of the bridges—they had determined that they would postpone any action indefinitely. They claim a tunnel to replace that bridge, and the one at Allanburg, is not warranted at the present time.

I want to make the submission to you, Mr. Minister, that the bridge should be replaced—and perhaps with some provincial assistance if it is a higher standard of bridge than the previous one—even though the major responsibility rests with the St. Lawrence Seaway Authority and the federal government. I want to make the submission that that bridge should be replaced, largely because of changing conditions over the last 10 years or so. Any thought of building a tunnel to replace those two bridges in lieu of the two bridges, should be postponed indefinitely.

First of all, the cost of a replacement bridge, according to the estimates that were submitted to us by the St. Lawrence Seaway Authority—and I think probably in some consultation with your ministry—it is estimated that the lift bridge can be constructed for about one-fifth of the cost of a tunnel.

Secondly, the number of boats passing through the canal is diminishing. There are fewer of them each year; partly because they are larger, but partly because even the tonnage is not increasing at any rate. In fact, for the last two years it will probably be down.

Thirdly, because that bridge at Port Robinson is located in the heart of the peninsula. Not having it is a serious disadvantage to communications and transportation. The average number of vehicles using that bridge was in the neighbourhood of 2,400 per day. The bend in the canal, which existed at Port Robinson and made the visibility bad at that point, has now been straightened. A canal diversion has been put in and it has been straightened out.

Mr. Haggerty: It wasn't straight, so they hit the bridge.

Mr. Swart: They hit the bridge, yes. There is clear visibility there at the present time. The fact the roads have to be diverted through a tunnel from the two road networks, the land which would have to be used—the agricultural land which would have to be taken out of production and cut up so there would be a lot more that wouldn't be used—I think all merit reconsideration of the decision not to replace that bridge and at some future date to build a tunnel.

To the people living in the area, it divides a small community, the village of Port Robinson; but much more than that, it divides a whole industrial area on the east from the residential area west of the canal. To get from one side to the other, the shortest route now is something like nine miles; that's going by Allanburg. If they go by way of the city of Welland, it's about 13 miles out of their way that they have to go to get to another crossing on the canal.

With the restraints that are being advocated, both by the provincial and federal governments, it seems to make sense to replace the bridge. As for the capital that would be involved in the tunnel, the interest on it would pay for the bridge in just a few years.

My submission to the minister, in view of all these facts—and I'm sure there is a brief on file someplace which goes into them much more extensively than this; in fact, I know there is, because I wrote it at a time when I was on regional council—I think would warrant—

Hon. Mr. Snow: Are you sure you haven't got it there? You're not reading from it, are you?

Mr. Swart: No. I think the facts would warrant consideration of sort of a change in direction, and I would ask that you take this up with the federal Minister of Transport and ask him to consider the replacement of that bridge. I could go into great depth—

Mr. Haggerty: Before Woodlawn Bridge is constructed.

Mr. Swart: Before the one is constructed in Port Colborne too, Ray, or the tunnel in Port Colborne. I could go into great depth, Mr. Minister, to point out to you what has happened to the community since the bridge was knocked down: The values of the property; the businesses that have ceased to exist because of no traffic going across the bridge any

more; the church that has closed because the people can't cross the canal, except in the summer they run a ferry boat just to transport individuals and in the winter they have put a walkway on pontoons across the canal.

The present situation simply is totally unsatisfactory. It's totally unsatisfactory not only to the people in Port Robinson, not only to the MPP from that area but, I suggest to the great bulk of 10,000 people who would be affected by that bridge being out—the people living on either side. So, my submission to you is that you contact the federal minister, with whom the prime responsibility rests; I'm quite willing to—

Hon. Mr. Snow: I am glad you brought that up.

Mr. Swart: But I think there needs to be some commitment on your part to change the sort of policy that has been evolved over the years because of changing conditions. You know, perhaps as a final sentence on this, it is almost inconceivable that through no fault of the people in that area, through no act of God, but through deliberate destruction of a bridge—

Hon. Mr. Snow: Deliberate?

Mr. Swart: Well, I say deliberate; it's an accident, I suppose. But through destruction of the bridge, not by an act of God, those responsible for it don't replace it. If a car destroyed something, you would immediately hold them responsible to replace it; yet here you have a bridge knocked down, which adversely affects the people there financially and as a community, and yet nothing has been done.

Hon. Mr. Snow: I can't disagree with your viewpoint. I think I'll repeat your words verbatim or maybe send a copy of Hansard to my federal counterpart and see what he has to say.

Mr. Swart: I should say this: You've got a tough job; the Minister of Transport has refused even to meet with the delegation from the area, in 15—

Hon. Mr. Snow: Well, that's the difference between dealing with the federal government and the provincial government.

Mr. Haggerty: This minister carries a lot of weight and he can do a lot for you.

Mr. Swart: If he kicks much he should get it.

Mr. Haggerty: That's right. He has to have a little leadership from this side too.

Mr. Chairman: It's very close to 10:30 and I can see that this committee is going to run into more or less a bind as far as time goes. It was originally expected that all the estimates sent to this committee would be finished by Wednesday evening. Thursday at 6? That's different from my understanding. However, we lost considerable time this afternoon and we will lose some time tomorrow and Wednesday afternoon. I understand, Mr. Minister, that you can't be here tomorrow.

Hon. Mr. Snow: Unfortunately, I can't be here Wednesday either.

Mr. Chairman: You can't be here Wednesday either. So we are in a bit of a bind.

Mr. Philip: We don't want to sit all night.

Mr. Reid: What are you proposing? That we carry these estimates?

Mr. Chairman: No, I'm just advising the committee that we're having difficulties.

Hon. Mr. Snow: Do we have other ministers to appear?

Mr. Chairman: We have Agriculture and Food, we have Environment and the Office of the Assembly, besides T and C. We'll have tomorrow and Wednesday.

Mr. Reid: But we're not going to have the minister tomorrow.

Mr. Chairman: No, nor Wednesday.

Mr. Reid: Do we have Thursday?

Mr. Swart: Can we go to the other estimates and then come back to this on Thursday?

Mr. Reid: We have no choice. The minister's not going to be here.

Hon. Mr. Snow: Unfortunately on the schedule of estimates that I received before the changes were made I was the last one on the list, which would have been probably on Thursday.

Mr. Reid: You'll be here on Thursday if we're sitting?

Hon. Mr. Snow: Yes, I can be here on Thursday.

Mr. Chairman: It would appear that that would be the only time. I was just wondering. We're supposed to sit concurrently with the House. I suppose that means that we could sit on Thursday morning if we had to. Would you be available on Thursday morning?

Mr. McCague: Why can't we sit Thursday afternoon?

Mr. Wildman: You are suggesting both, Mr. Chairman—morning and afternoon?

Mr. Chairman: I'm just wondering about getting these back into the House before we close for the break.

Hon. Mr. Snow: The vote is Thursday night?

Mr. Chairman: It's possible it's Thursday night. We're not sure whether it's Thursday night or not.

Mr. Reid: I thought it was Thursday at 6, too.

Mr. Chairman: Yes, so we could have a little difficulty. Would you be available, Mr. Minister, on Thursday morning if need be?

Hon. Mr. Snow: Normally, we have our policy field.

Mr. Haggerty: Those who are interested can come back on Friday.

Mr. Reid: Don't expect a large crowd.

Hon. Mr. Snow: We do have the resource policy field on Thursday morning and I have several items before the policy field. What hour do you think we can meet? Maybe the chairman can reschedule my items.

Mr. Chairman: I was just suggesting the morning—probably it would be 10 to 12 or something like that—to see if we can finish these up.

Mr. Reid: Can we carry these estimates? Has anybody got anything of burning urgent public importance?

Mr. Shore: We can do it tonight.

Mr. Chairman: I didn't feel as if I should, as Chairman, suggest it because I still have one, two, three, four, five, six on the list who said that they wish to speak.

Mr. Reid: The point is that we're not going to get through all of them anyway, are we? We're not going to get through all the votes in these estimates anyway.

Mr. Swart: I believe, Mr. Chairman, that one or two of our caucus who are not here now very strongly wanted to speak on a couple of issues.

Mr. Chairman: That's right.

Mr. Reid: I think we'll have to leave it in the capable hands of the Chairman to see what he can do as far as time allows.

Mr. Chairman: As the time is going on now I guess we just can't decide it at this particular time, so if you will leave it in my hands I'll get in touch with the House leaders and in turn with the minister and we'll just have to do something satisfactory.

Hon. Mr. Snow: Well, I am available Thursday afternoon and I am sure we can rearrange things for Thursday morning.

Mr. Chairman: I will have to check to see whether we can continue Thursday afternoon or not. So we will adjourn then until—

Mr. McCague: Mr. Chairman, I would just like to remind you that there are about four people on this committee who sit on Hydro and Hydro sits on Thursday morning.

Mr. Chairman: All right, before we adjourn I would advise the committee that we will sit tomorrow after Mr. S. Smith finishes his speech and we will commence then with the Ministry of Agriculture and Food and after that with the Ministry of the Environment.

The committee adjourned at 10:30 p.m.

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Good, E. R. (Waterloo North L)
Haggerty, R. (Erie L)
Lane, J. (Algoma-Manitoulin PC)
Martel, E. W. (Sudbury East NDP)
McCague, G. (Dufferin-Simcoe PC)
McClellan, R. (Bellwoods NDP)
Meen, Hon. A. K.; Minister of Revenue (York East PC)
Moffatt, D. (Durham East NDP)
Newman, B. (Windsor-Walkerville L)
Philip, E. (Etobicoke NDP)
Reid, T. P. (Rainy River L)
Shore, M. (London North L)
Snow, Hon. J. W.; Minister of Transportation and Communications (Oakville PC)
Swart, M. (Welland NDP)
Wildman, B. (Algoma NDP)
Young, F. (Yorkview NDP)

Ministry officials taking part

Dr. T. M. Russell, Deputy Minister of Revenue
N. Yurchuk, Director, Guaranteed Income and Tax Credit Branch, Ministry of Revenue
H. F. Gilbert, Deputy Minister of Transportation and Communications
P. J. Harvey, Director, Priority Development Branch, Ministry of Transportation and Communications



S-3

Legislature of Ontario Debates

Ontario. Legislative Assembly

SUPPLY COMMITTEE

**SUPPLEMENTARY ESTIMATES
MINISTRY OF AGRICULTURE
AND FOOD**

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Tuesday, March 16, 1976

Speaker: Honourable Russell Daniel Rowe
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

TUESDAY, MARCH 16, 1976

The committee met at 4:22 p.m.

SUPPLEMENTARY ESTIMATES MINISTRY OF AGRICULTURE AND FOOD

Mr. Chairman: I'll call the committee to order and this afternoon we will do the supplementary estimates of the Ministry of Agriculture and Food. I would like to inform the committee that last night I announced that we would be doing the Ministry of the Environment tonight. However, I understand the minister is ill and will not be here so the committee will be doing the supplementary estimates of the Office of the Assembly this evening.

So we have today item 4, vote 1702, agricultural production programme, in the amount of \$9 million. I would ask the minister if he has any opening remarks and he may like to introduce the members of his staff. Then I will call on the respective critics of the opposition parties for a few comments.

Hon. W. Newman: Mr. R. Sewell, director of finance and administration division; Mr. Gordon Bennett, deputy minister; Mr. John Johnson, drainage supervisor; and Ken Lantz, assistant deputy minister.

Mr. Chairman: Do you have any opening comments?

Hon. W. Newman: I think they are all fairly self-explanatory but I will run over them very quickly if you like, Mr. Chairman. On the farm income stabilization, the additional \$4 million was in addition to the original \$20 million. The actual gross payout was almost \$24.2 million. The base of this is the difference between the guaranteed price of 50 cents a pound and the weighted average of 29.82 cents a pound, for a gross payment per cow of \$77.19 and a net payment per cow of \$72.19. In this particular programme we had over 12,100 producers enrolled and approximately 312,850 cows.

In the farm tax reduction programme, there is \$3 million in here additional to the \$29.5

million that was budgeted, mainly to compensate for increases in local mill rates since we budgeted late in 1974. I guess that's about it, we just didn't have enough money in the budget to cover the farm tax reduction programme, thus the additional \$3 million there.

Grants under the Drainage Act: These are \$2 million in additional grants to the \$2.5 million. We pay the municipalities exactly one-third of the cost of constructing drains that will improve agricultural lands; property owners are assessed for the remaining two-thirds. Additional funds are needed because more drains have been constructed and costs have increased. But in eastern Ontario, which comes under the ARDA programme, we pay an additional one-third, which is recovered from the federal government.

Mr. Chairman: Thank you, Mr. Minister. Mr. MacDonald?

On vote 1702:

Mr. MacDonald: Mr. Chairman, I have a question I'd like to put to the minister with regard to item 3, the drainage. Then I have a few comments I'd like to make with regard to item 1, farm income stabilization.

I'm a little puzzled with regard to the situation in connection with drainage. This, I presume, is an overrun or further moneys required for the old Act. The question I wanted to put to the minister is that we passed amendments to the Act; they were given royal assent on July 18; they have not yet been proclaimed. Are you postponing proclaiming them so that you could keep the supplementary estimate from being even larger?

Hon. W. Newman: We were going to proclaim all of the new Act in 1975 except for two items. One is the drain superintendent and the other is the outlet drain, I think, is it not, the cost of it?

Mr. Lantz: Routine maintenance.

Hon. W. Newman: I'm sorry, routine maintenance. Those are the only two portions of the Act we're not proclaiming. The tribunal

will be set up and everything else will be done except that those two sections will not be proclaimed. The others will all be proclaimed very shortly.

Mr. MacDonald: Whether or not you want to deal with my questions now or later I'll leave to the chairman to judge. But I assume that if the Act had been proclaimed the total expenditure would have been even greater.

Hon. W. Newman: You are probably quite right there.

Mr. MacDonald: Therefore, I'm wondering whether part of the motivation was to avoid as much expenditure as possible this year. We apparently deemed the amendments to the Act to be desirable ones; we passed them, they were given royal assent. They were sitting around for the better part of a year before they came into action.

However, if I may get to the point that I did want to have a few introductory comments on, that is with regard to the farm income stabilization. Quite frankly, everybody, including the opposition and farmers, is a little puzzled as to exactly what the government's position is on farm income stabilization.

You will recall that last year, at the time of the Throne Speech, there was an explicit promise. It was even supplemented, I think, by the minister that as early as the planting season, in May, this was to be put into effect. I was pleased but a little startled when even that commitment was made because I had had the pleasure, or otherwise, of listening to the parliamentary assistant, at a meeting about two or three months prior to that in which he was blasting the whole idea that we should ever entertain the idea of farm income stabilization in this province. However, the commitment was made.

When the budget came down \$20 million was allocated for it. The farmers' hopes had soared rather high in the light of a fairly solid consensus of support for farm income stabilization among farm organizations. I grant there are individuals who are opposed to it, but the majority in farm organizations were all out in support of it.

Farm hopes sort of plummeted because \$20 million was not the amount of money that could, in any sense, underwrite a farm income stabilization programme across the board. In fact, each time the issue was raised, not only during the months prior to the election but during the election campaign, the standard reply was, "Well, if more is needed it will be allocated."

You know, there was no mystification, there was no puzzle as to exactly how much money was needed or how much money was needed in ball park figures. The previous minister indicated many times that the amount of money needed for an across-the-board farm income stabilization programme in Ontario, based on the kind of experience they'd had in BC, would be in the range of \$140 million or \$150 million. In fact he cited the figures as an example of why this kind of a programme was almost unthinkable. He said it was bankrupting BC, though he backed off on that. And, presumably, he was suggesting that it was a little bit too rich for our blood here in the Province of Ontario.

[4:30]

Now, during the campaign I ran into innumerable instances in which backbenchers from the government, not so much publicly but privately, were expressing their misgivings with regard to farm income stabilization. And there was no surprise that they were doing that because the ministry and his parliamentary assistant were speaking most of the time in terms of the problems involved in implementing it, though they had made their commitment in the Throne Speech.

The cost, for example, being cited as an unsurmountable cost, ironically was almost exactly the cost of the handout that the provincial Treasurer (Mr. McKeough) gave to one sector of industry in a rebate on sales tax for purposes of purchasing machinery that allegedly was going to boost employment in the province. So it was just a matter of priorities. It wasn't that it was beyond our means in a budget of over \$10 billion it was just a matter of priorities.

I had the pleasure of listening to the minister at the OF A annual meeting this year, at which ironically the minister went through most of the same explanations and apprehensions and concerns with regard to the farm income stabilization programme. So much so that certainly it was my reading that the farmers who listened to that at the Niagara meeting came away even more puzzled as to exactly what was the position of the government. Now we have another Throne Speech in which the government said they are going to bring in legislation. We will look forward with a great deal of interest to that exact legislation.

But, you know, the confusion is compounded by even higher-up people in the government. During the election campaign, the Premier (Mr. Davis) spoke to a political meeting in Kemptonville on Aug. 22, 1975.

Just let me read you two or three paragraphs of his speech:

I don't profess to be an expert on farming, but I do know that if I had a 50-cow herd enrolled in the stabilization programme by Aug. 31, and if calf prices should happen to drop to 32 cents this fall I would get a cash payment in December of \$3,193. Now to me that sounds like bringing some sense of stability to the agricultural industry without getting into the disadvantages of a guaranteed income.

Here's this old bogy: Every 19th century free-enterpriser across the province, and the Premier is sort of repeating it, is talking about a guaranteed income to farmers.

I don't know what he is talking about. The whole principle of the stabilization programme is to rescue farmers from the boom-bust kind of economy that they traditionally experienced down through the years and to say to farmers, "We want you to produce and we want to have some stability in the market, both for you as a producer and for the consumer, and therefore what we're going to do is say to you that if your costs of production, negotiated each year, are not met, you will be compensated out of the fund." Now, fair enough proposition, but why malign this with the term, "the disadvantages of a guaranteed income"? At least it's an income guaranteed to cover his costs of production.

Just let me continue with what the Premier said:

For if we were to progress to the point where a guaranteed income was considered we would at the same time have to resign ourself to production controls with all agricultural commodities.

Then he went in and set up that bogy and really beat it into the ground. This is what he said:

I'm not sure farmers want to be told how many acres of corn or soya beans or barley or oats can be grown. I'm not convinced farmers want to be told how many beef animals they can raise or how many sheep they can keep or the size of the hog barn or the number of hogs. Once the public treasury is going to be used to provide guaranteed incomes then farmers will have to accept production controls.

What in heaven's name is the Premier talking about? I ask the minister who is in charge of it. Your stabilization programme involves the public treasury underwriting farm income. Sure, the farmers are going to make a con-

tribution and the Treasury is going to make a contribution, so that the farmer's costs of production are going to be covered and he'll be assured that he won't be having to operate at something less than his cost of production. Then the end of the sentence, "The farmers will have to accept production controls."

You know, I remember three or four years ago going to an annual meeting of the OF of A and the banner of the whole consideration of the farmers at that convention was supply management. What's this bogy?

Farmers have been wrestling and accepting the proposition of supply management for years. In BC, where you've got a working model for a stabilization programme, not only the farmers but the Federation of Agriculture on behalf of the farmers out there said "We accept the obligation of supply management. We recognize we can't use the incentive involved in the stabilization that covers your cost of production to overproduce so much that you flood the market. We accept that and we, as farmers, will have to work out, by whatever system they want, a supply and management system that will avoid the surpluses."

So, when the Premier says once the public treasury is going to be used to provide guaranteed incomes, that's what you are going to do to some extent. Sure, you will get as much as you can out of the market and if to the extent of what you get out of the market, you are not covering your cost of production then the public treasury is going to be used, along with contributions from the farmers. Then the farmers will have to accept production controls.

The farmers have accepted production controls. The Federation of Agriculture in their presentation, when they launched the campaign for stabilization of farm income a year ago, stated specifically, as did the federation in BC, that they recognized the whole programme would involve the necessity of developing effective supply management. So, I ask, what is the Premier talking about?

If the minister, when he responds to the lead offs from the two opposition parties, can bring some rationale or reconciliation of all the puzzling things that have been said about farm income so that we might have a clear idea of what conceivably is in the making when your Throne Speech of this year is fulfilled, I for one would deeply appreciate it.

Mr. Riddell: Mr. Chairman, I always find it very difficult to be critical of the agriculture minister's request for more funds to sink into

the agricultural industry, particularly from the standpoint of food production, as this is the least government-subsidized industry of practically any industry operating in Ontario today. And, what is really more important and basic to life than food?

The government has finally realized that we must keep our present-day farmers in business and that we must create incentives for our young people to make farming a business. And, at long last, after considerable prodding by various farm organizations and government opposition members, the government has indicated that provincial legislation will be introduced to establish a voluntary farm income stabilization plan. Accompanying agricultural policies to ensure farmers adequate compensation for their time, efforts and expenditures, there must be a land use policy to ensure there is sufficient land to produce the food that will not only meet local demand, but will help to feed the nations which cannot depend entirely on their agricultural industry to produce the protein and other nutrients which are essential to life.

The essence of any effective agricultural policy must contain efforts to preserve agricultural land for food production, along with measures that will afford farmers adequate protection of returns for the use of their land for agriculture.

Legislation must be passed designating classes 1, 2 and 3 land as land for agricultural production. Such land must be reserved for the production of food. I would ask why such efforts have not been undertaken by this government, if not merely for political reasons?

The Conservative government's attitude towards agricultural land, no doubt, has reflected a *laissez faire* approach. Land is regarded as a commodity to be bought and sold and not as a resource which must be protected. Prime agricultural land has merely served as a reservoir to be drawn upon as needed.

This government has no doubt failed to appreciate the fact that there is a very small portion of the province capable of contributing to food production. There is less than 15 million acres in Ontario that has a combination of soil quality and climate suitability required to develop a successful agriculture.

Mr. MacDonald: Mr. Chairman, on a point of order. What estimate are we discussing that involves land use?

Mr. Riddell: We are discussing the stabilization plan. But, accompanying any stabilization

plan, as you well know, there has to be an overall land-use policy because one is not effective without the other.

Mr. MacDonald: I would agree in the reverse, but I ask the question. I mean if we are discussing agricultural estimates broadly, not in relation to either income stabilization or the farm tax or the earnings tax, then it seems to me that we should have had clarification of that to begin with.

Mr. Chairman: As I stated, Mr. MacDonald, at the outset. We were discussing only item 4, vote 1702, which is before us, the agricultural production programme, so if you would keep your remarks within that area.

Mr. Riddell: I feel I am, Mr. Chairman. I'm discussing agricultural production programmes and I'm discussing the need for food. When we get into tile drainage, if you recall in the Throne Speech there were some remarks made toward increasing the productivity of our land in order to produce food, and the government then turns around and cuts back, or intends to cut back, on the funds that will be available for tile drainage. We know full well that tiling land will increase the productivity of that land by 40 per cent. So we are talking about food production and I'm just simply tying in the need for the preservation of land with the stabilized income. If we are going to have one, we've got to have both.

Mr. MacDonald: Mr. Chairman, I'm not going to frustrate this, but he is violating the traditional rules of the House in dealing with supplementary estimates. I could have given you an hour's speech on land use.

Mr. Riddell: I can believe that.

Mr. MacDonald: You bet, I think perhaps it would have been substantive. I ask for your ruling if we are dealing with farm income stabilization. I agree that if you are going to lock farmers into agricultural land they have got to have income stabilization, but it's an abuse of our rules to twist the thing around and say that you can now talk about the whole of land use and preserving farmlands in relation to the income.

Mr. Riddell: I'm not going to bow to the NDP's ruling but I will bow to your ruling, sir.

Mr. Chairman: As I stated at the first I would—

Mr. MacDonald: He made his ruling just after the vote.

Mr. Chairman: —certainly hope that the discussions would be contained within item 4, vote 1702.

Mr. Riddell: So I take it you do not wish me to pursue the land-use policy and the preservation of agricultural land and increased food production, etc.

Mr. Chairman: It is up to the committee generally; I, of course, am your chairman and I'm here to give you the opportunity to speak on these estimates. However, because of the way the estimates committee was set up in a hurry and because of the time limit I'd appreciate it very much if you could keep your remarks within this vote.

Mr. Riddell: Mr. Chairman, it seems to me the NDP member was referring to last year's Throne Speech and what not. I feel he got off the topic too.

Mr. MacDonald: On farm income stabilization.

Mr. Riddell: All right, I'll bypass that. I'll have a chance to come in with that during the next estimates.

In connection then with the first item under the estimates. I would like to comment on the cow-calf stabilization programme for I would assume—and the minister clarified this—that the \$20 million budgeted by the government for this programme last year was not sufficient to make up the difference between the weighted average market price and the provincial target price of 50 cents a pound for calves last fall. For this reason the minister is asking for an additional \$4 million.

I don't begrudge the minister this additional expenditure, as the average weighted market price of calves last fall was much lower than I think any of us anticipated and without the guaranteed price of 50 cents per pound many cow-calf operators would have been practically driven into oblivion, considering the poor markets that they have experienced over at least the last two years.

There are some criticisms I have with the stabilization plan for the cow-calf operator. I would like to point out some of the fallacies of the system to the minister.

When the cow-calf plan was established by the government there was no consultation with the farm organizations with the intention of producing an acceptable level of support. The move was purely a political one to gain votes. In order for any income assurance plan to be meaningful then, Ontario farmers must be given a central role in developing and

operating the plans. It is worse than useless for governments any longer to provide data and analysis as the basis for their measures unless those analyses have been open to inspection and criticism and some sort of agreement arrived at as to the actual situation and circumstances.

[4:45]

The procedure of disclosing one's reasons and, where feasible, a prior consultation, is perhaps unsettling to those used to more secretive ways. The alternative is to be challenged from all sides on every presentation. There is no renegotiation in the plan. Farmers are committed to the five-year set of premiums with no idea of the cost of the premiums except in the first year. The producer premiums in the 1975 programme of \$5 per cow may be raised in future years. The plan contains no built-in changes regarding eligibility of calves and slaughter animals in succeeding years.

The support price is not at a realistic level. Federation of Agriculture figures indicate that the cost of production now runs from 70 cents a pound to 74 cents a pound, which puts the provincial payment below the cost of production. The Ontario plan has chosen not to assure returns close to the cost of production, but rather has selected a stop-loss plan to help producers ride out disaster years, such as 1974 and 1975 have been for the cow-calf men. This kind of programme is not satisfactory.

Furthermore, the programme should apply only to full-time farmers. No doubt, many part-time farmers have taken advantage of the programme, and we can ask: Of the number of cows which have been enrolled in this programme how many are from herds of less than 10 animals? The programme should be limited more to cow-calf producers. Those who merely raise feeder cows should not be eligible.

There are now no restrictions on how much a farmer can increase his herd and be eligible for subsidy payments. There should be some restriction. I know that there was some abuse of the plan last year, Mr. Minister. I know full well that there were farmers who purchased cows, happened to have the cows in the place at the time the inspector came along to count them, and shortly afterwards the cows were sold and he collected the stabilized price. So there's no question, the way it's set up now it is being abused.

Under the second item, farm tax reduction, you're asking for an additional \$3 million, and this programme, as you explained, is designed to compensate farm operators for

what is deemed an inequity inherent in municipal tax assessment. Maybe you didn't indicate that but I am, pending the development of a new municipal assessment programme.

At present, the farmer is compensated for 50 per cent of his municipal tax bill each year, therefore increasing government expenditures on this programme are the result of increased municipal costs, the increase in the mill rate as you indicated. The assessment of farm property at a percentage of current sale value is unfair. Land used for agriculture must be assessed at its value for that purpose only, to my way of thinking.

Finally, grants under the Drainage Act. In this year's Throne Speech, it was stated that the government wished to increase the productivity of agricultural land. We would hope that this statement denotes an increase in the amount of money allocated for drainage grants to improve farmland. Can we have this assurance from the minister?

At present, not enough money is available under the Drainage Act and the Tile Drainage Act. Will the government's fiscal constraint programme limit the funds that will be available under these grants and loans next year? At present, many municipalities are finding it increasingly difficult to obtain loans under these programmes because of a lack of funds.

To give you a typical example, I would like to tell you what happened in East Williams township in Middlesex county, the great riding that was formerly represented by Bill Stewart, the former Minister of Agriculture and Food. The township passed a \$20,000-borrowing tile drainage bylaw last fall, and it was approved by the ministry. The first loan which was going to be applied to that was approximately \$5,000, and the clerk sent down the debentures for \$5,000, \$2,400 of which was to be used out of the new loan and the rest was to be used out of the old loan. In other words they still had a little bit of money left over from the previous borrowing bylaw.

The word came back that the funds were not available. By the end of the year there were two more loans to pay. One was for \$9,000 and the other was for \$22,000, and when these were sent down to the ministry the clerk was told that the government did not have funds to pay this amount.

The township was told that the government would rebate the farmers their interest. But the fact of the matter is they are going to rebate the farmers to the tune of four per cent which is the borrowing rate on the money in

the first place. But the farmers have had to borrow money at 10 per cent in order to carry through with their tile drainage programme. So my contention is that if the government has not got the funds then it shouldn't be approving these loans. You are leaving the farmers right out on a limb.

My final question is, how many applications have been made this year for assistance under the Drainage Act and the Tile Drainage Act, how many were granted and how many are still outstanding?

Mr. Chairman: Thank you, Mr. Riddell. Mr. Minister, do you wish to reply?

Hon. W. Newman: Okay, let's start out with Mr. MacDonald's comments about stabilization. The additional funds in here, of course you know, are for our cow-calf programme. One of the things that I'd like to get straight today as far as farm income stabilization is concerned is that there are two factors—and this isn't a red herring, this is just a factor I'm going to bring in and I'll deal with the provincial matter.

We had anticipated last year that the rate under the named commodities under Bill C-50 would be named. We're very optimistic they will be named to give us a base to work from on the named commodities in Ottawa very shortly which will help our programme to some degree. We also have been negotiating with Ottawa on other commodities besides the named commodities, because we feel that if many commodities are going to work effectively we have to have a national base in order to protect, if necessary, the inner movement of inter-border commodities, whether they are from the US or offshore. We feel very strongly this is one of the factors.

In most cases there will be certain schemes. For instance, in Alberta they are not interested in cucumbers and tomatoes. But by and large, many of the commodities that are in Bill C-50, and other commodities we are discussing with them we feel should be on a national basis.

For instance, cow-calf: If the feds would come in with a federal national cow-calf programme which would still allow us to build on top of the cow-calf figures that they bring in, whatever they may be, we would build on top of it. We don't know what the answer is on that. We are still committed to the cow-calf programme.

But getting back to your stabilization programme. The kind of programme that I envisaged in this ministry—and I think I made it very clear when I spoke in Hamilton—as far as stabilization is concerned is one of certain

commodities in the Province of Ontario. I said it loud and clear and I'll say it here again: If you want to talk guaranteed income, then what do you mean by guaranteed income?

I do not believe, and I've said it before, in incentive pricing. If we get into incentive pricing then we are into supply management and production controls. We have supply management—yes, we do—in the dairy industry and the fluid milk industry, especially at this point in time. We have it on tobacco. We have it on eggs. We do have it in some instances. But in many other commodities, and I say this very strongly, incentive pricing will lead down the road to supply management and production controls, call it what you wish. I do not believe that our kind of programme and our legislation that will be coming forward should create incentive pricing.

What we are really trying to say is, let's take for example: Say that's Bill C-50 here on the named commodities, and the type of programme we would envisage building onto would bring it up a little higher, but certainly not incentive pricing which would be up here. If you get into incentive pricing, I really believe, maybe I'm wrong, but I believe that by and large the farmers in this province with many commodities, don't want to be told how much they can grow. In order to clarify the air as far as you are concerned—

Mr. Haggerty: Aren't you doing that now, though, in egg marketing?

Hon. W. Newman: I beg your pardon?

Mr. Haggerty: You are doing that in egg marketing.

Hon. W. Newman: We are not incentive pricing in egg marketing at this point in time.

Mr. Haggerty: You are telling them what they can produce.

Mr. Chairman: Order, please.

Hon. W. Newman: That's another matter, if you want to get into it.

Mr. MacDonald: This programme is a stop-loss programme—

Hon. W. Newman: That's basically it and the marketplace—

Mr. MacDonald: —like the federal one, which everyone seems to think is inadequate and you have described it as inadequate.

Hon. W. Newman: That's right. I described it as an inadequate programme because they have used a five-year average and we feel it

should be a three-year average plus certain other factors involved. Until we get some basic figure—whether they want to give out 1975 figures or 1976 figures is up to them—whatever figure they give us, we can build on that with a producer-government programme on top of that programme, whatever we feel is satisfactory; but not to the point of incentive pricing, because I have to—

Mr. MacDonald: Sorry, but let's not get hung up on words here. Is covering costs of production, incentive pricing?

Hon. W. Newman: I will say this, we consider the costs of production, the out-of-pocket costs, plus a percentage of farm income, labour, etc., okay? That percentage could vary from year to year; yes, it could.

Mr. MacDonald: That's exactly what they have done in other stabilization programmes and you dismiss that as incentive. You dismiss that as incentive; it's a boggy.

Mr. Shore: That is the same type of boggy—

Mr. Chairman: With respect, I wish the minister to reply to the opening comments and then we can open it for discussion.

Hon. W. Newman: As I have said, we are talking about the named commodities and other commodities in Bill C-50, but in a provincial programme we would not get into guaranteed incomes. This is one thing I do not feel at this point in time. If we are talking about the hills and valleys, we want to fill out some of the valleys and protect the farmer in the bad years so that the marketplace in our free enterprise system can find its own level. In most cases it will.

I guess that answers part of your question. What is the cost of production? It's a formula we worked out with our own people and we are prepared, by the way, to discuss these formulae with other groups. By the same token we may not always agree with the other groups.

Maybe I can give you an example on the cow-calf stabilization programme this year. The average weighted price is 29.83 cents a pound. There were many farmers in the Province of Ontario who obtained as high as 48 cents and 49 cents a pound for their calves but were still paid on the basis of 29.83 cents a pound. It is still an incentive type of programme.

Mr. McKessock: I am one of the ones who did that and I still lost money in the cow-calf business.

Hon. W. Newman: You mean you got 49 cents.

Mr. McKessock: I got 47 cents for my calves; I got the subsidy and I still lost money in the cow-calf business.

Mr. Shore: You made the right decision coming down here.

An hon. member: He's a poor farmer.

Hon. W. Newman: I wasn't going to say that but—

Mr. McKessock: I will show you my books.

Hon. W. Newman: I am not saying how you farm or anything about the efficiency of your farm, but if you received 20 cents a pound for your calves, as well as 49 cents—did you say 49 cents a pound?

Mr. McKessock: Forty-seven cents.

Hon. W. Newman: Forty-seven cents for them.

Mr. McKessock: We topped the Wiarton sale with our calves.

Hon. W. Newman: So it was picked up at under 17 cents; you probably picked up 37 cents over and above the minimum average for the province. And you didn't make any money?

Mr. McKessock: That's right.

Hon. W. Newman: I say this to you, sir—

Mr. Chairman: Order, please, order please.

Hon. W. Newman: With no disrespect—and I am not being disrespectful to you—

Mr. McKessock: I would like you to show me one farmer who has made money this year.

Mr. Chairman: Order, please.

Mr. McKessock: I would like to see one cow-calf farmer who has made money.

Mr. Chairman: Would you continue, Mr. Minister, with your reply.

Hon. W. Newman: I have just—

Mr. MacDonald: I am glad you are going to give it to the Liberals, too.

Hon. W. Newman: I am just pointing out that—

Mr. MacDonald: Point it out to Mr. Shore.

Mr. Riddell: You know who started the interjections, though.

Mr. MacDonald: Who did?

Mr. Riddell: I had some good points to raise.

Interjections.

Mr. Riddell: Carry on, Mr. Minister.

Mr. MacDonald: I guess you had better.

Mr. Villeneuve: Even in prosperous Alberta, the cow-calf operators are just as badly off. They are complaining that it's all over. It's universal, across the country.

Hon. W. Newman: As you know there were four programmes in the various provinces. Depending on which way you want to look at it, or whichever particular problem you wanted to deal with, by and large the programmes were not that different. You may want to disagree with me but I think we could argue semantics all day and I don't think—well, maybe we are here to argue semantics. I just think that if we are going to get into cow-calf again it should be on a national basis.

[5:00]

I am not saying that 50 cents per pound last year covered the total cost of production. That was not our intention, nor is it our intention in stabilization to cover the full costs because there are efficient farmers and there are some who are not as efficient. We have to look at those farmers, for instance the younger farmers, who will have a heavy debt to carry, and who are heavily in debt. Now, to them, this programme would not be an incentive. But, for some farmers who have all their capital costs paid off and their equipment paid for, it might be an incentive programme. It's not as simple an answer as we would sometimes like to think it is.

Mr. McKessock: We have to look at the whole investment, whether it is paid for or whether it's not.

Hon. W. Newman: That's right, but then again you can get into an incentive situation if it has all been paid for. I've been talking to a lot of farmers around this province. So our income stabilization idea is not a guaranteed sort of a programme. That is not what we are intending to do. I'll tell you, within the limitations of the budget, which I can't really comment on at this point in time, we have to look at the various programmes in the province and what we can do. Does that answer your question?

Mr. MacDonald: Can I just add one footnote to it? Do I conclude correctly from what you said that you are unalterably opposed to the proposition of a provincial farm income stabilization programme along the general lines of what is now in effect in BC? And has been legislated in Quebec? And, is being considered in New Brunswick and Nova Scotia?

Mr. Riddell: Didn't that go with the government?

Mr. MacDonald: No, no, the government is strongly in support of it. In Quebec, the Liberal government is now putting it into effect.

Hon. W. Newman: I don't want to get into Quebec right now because there are some differentials there. But, what I am saying here is that we do not want to get into incentive pricing. I'm not saying we won't move forward without Bill C-50 because there will be some commodities we will have to deal with on a provincial basis. But we would hope and we are anticipating an announcement by Ottawa on Bill C-50 on their named commodities. We would be foolish to get into a stabilization programme on their named commodities which are in their bill and which are fixed by law now, actually, under Bill C-50. It's a matter, not of naming the five-year average but naming the extra factors that are involved in it. I've talked to Mr. Whelan and he's not a bad sort of a fellow really, to tell you the honest truth. I get along with him very well and we have a lot in common. I can't say the same for his government, but I won't get into politics here today. I won't get into politics any day on the matter, but that's the way I see stabilization.

Now if I can come back to your comments, you were talking about—

Mr. Haggerty: I can't talk about land, eh?

Mr. Riddell: We'll get into that next round.

Hon. W. Newman: So you were talking about the cow-calf programme and you want to do some criticizing of it. There probably were some abuses, but we took a 10 per cent ad hoc at random sample of all the cow-calf production in this province and we sent our people in to check. We only found, and I say this in all honesty, one heavy abuse of it. Now somebody might have had three or four cows too many or somebody might not have registered all their cows because they felt their cows were not in calf so they didn't register them; they erred on the safe side. But, on those who went over the number of cows they had, we found only one abuse that I would

consider serious. They had 32 cows over. All the rest were two, three, four and five, and I think one was 10.

Mr. Shore: Of course, some were caught.

Hon. W. Newman: Oh yes, the one who was over by 32 was obviously caught. Now subsequent to that time it has been brought to my attention by an individual at a meeting about a person who did abuse it and whose name I will not disclose here. But, you can be assured that our staff have it and we'll be watching that particular situation.

The farmers are quite often the best policemen in the whole world for policing their own industry and so—

Mr. Riddell: There's a case right close to home where a farmer had no cows whatsoever and put in for the programme and got paid.

Hon. W. Newman: You know something, if you know about that person I think that you've got an obligation to tell us about it.

Mr. Riddell: I agree.

Hon. W. Newman: I think you have an obligation to tell us. Not here and not in public, but I think you have an obligation to tell and I've said this at several meetings I've been at. I think people have an obligation to tell us if some programme is being abused.

The programme was brought in last year by my predecessor. He brought it in by order in council and that's fine and it was put in fairly quickly. There is no doubt about it, there was some abuse of the system. I don't deny that. Any abuses we caught, we corrected in the 10 per cent of all cow-calf producers we checked. So if somebody didn't have any cows, he gambled and he lost and he should be taken to task and be charged.

I would like to know that man's name. I think it is very important. I think the farmers have a right to be protected. They should not be paying more in premiums on other matters to protect somebody who is abusing the system. I don't care what system you are in, it can be abused.

Maybe if we had the staff, we should check everyone. We didn't have the staff. We borrowed staff from the various parts of our ministry to go out and do this 10 per cent check. They were random. Nobody knew who was coming or when they were coming.

Mr. Riddell: Couldn't the beef cattle specialists in the various Ministry of Agriculture and Food offices across the province verify who were the cow-calf operators? Why couldn't they do a check for you, rather than rely on the 10 per cent?

Hon. W. Newman: We are, of course, doing some of it on a continuing basis. Let me give you a good example.

We have 12,100 farmers enrolled in the cow-calf programme. When we checked with Ottawa—and this comes back to your food-land production—we found that 2,650 of those farmers were not even known to Ottawa, yet we checked them out and they were farmers. So, you see it is not quite that simple.

Mr. McKessock: How many did you say there were?

Hon. W. Newman: I think there was 2,650.

Mr. McKessock: Out of how many?

Hon. W. Newman: Out of 12,100. You talk about land going out of production. There's 2,650 they didn't even know existed that we know do exist.

Interjection.

Hon. W. Newman: Sorry, I'll get away from that. You are talking about 71 cents for calves on a five-year programme. Let me explain the programme.

There is an opportunity for a farmer to opt out of this programme. For instance, if he wanted to opt out this year, the only way he could come back in on the third year would be to pay the back payment on the second year. He can't opt in on bad years, and out on good years. But, he has the option to opt in or out of the programme. It's a five-year programme. Those who didn't sign up last year will be able to sign up this year for a four-year programme.

Mr. MacDonald: Is that a revision since the initiation of the programme?

Hon. W. Newman: No.

Mr. MacDonald: In the first instance?

Hon. W. Newman: It was more of a misunderstanding. Perhaps, as it went out around the province, some people didn't interpret it right. I know as I was knocking on doors at a certain period of time. I found out that people thought they were locked in for five years. I took the trouble to check it out.

Mr. MacDonald: United Appeal?

Hon. W. Newman: Yes, United Appeal. They have the option to opt in or out. Of course, we have had some people who criticized us for not giving it enough publicity. It certainly got a lot of coverage at the time and we got about 60 per cent of the cow-calf people into the programme.

You talked about abuse. You talked about full-time farmers. It is always a problem to define a full-time farmer. It would be necessary to check on each individual farm. The average cow herd across the province by the way was about 26 cows. I've forgotten how many there were who had less than 10 cows. We paid \$85,00 out of the total to those who had 10 cows or less.

I don't pick on any particular part of the province, but in some parts there are couples who have a farm and all they do is keep a few cows. They live very economically. Their income is very, very moderate. I think we have to be very careful before we cut off that bottom level.

Mr. MacDonald: I can join the minister on this. I was rather interested in the Richards report. When he examined the whole operation of the ministry he clearly came down saying that policy has to be shaped in terms of meeting the needs of part-time as well as full-time farmers because of the fact that more than half of the farmers are part-time.

Mr. Riddell: I maybe meant bona fide farmers more than full-time farmers.

Hon. W. Newman: You define bona fide farmer for me and you'll be doing something no one has ever done.

Mr. Riddell: Well, I don't consider a doctor who is keeping a place out in the countryside and running a cow or two as a bona fide farmer.

Hon. W. Newman: Yes, but what about the doctor who has a farm and leases it out to the bona fide farmer next door? Should he get the farm tax reduction or not?

Mr. Shore: Well, he's getting it anyway, isn't he?

Hon. W. Newman: That's right, he is. I'm just pointing that out for an example because there are a lot of people who have land that is in agricultural production. We will never, I guess, get all the inequities out of the total overall farming situation until we get into market value assessment.

Mr. McKessock: I think probably he should get it for the reason that it's an incentive to keep it in agriculture.

Mr. Chairman: Order, please. I just wonder if the minister would finish. There are a lot of others who would like—

Hon. W. Newman: These are grants under the Drainage Act—

Mr. Riddell: He missed one point here. There is nothing to stop you from raising the premium to \$10 this year is there?

Hon. W. Newman: No.

Mr. Riddell: The first year it was \$5. You could raise it to \$10 or \$15. The farmers haven't got any say in that.

Hon. W. Newman: That's right, but they have the option of opting out of the programme. We have the right to raise the premium, that's right, because it was originally set up on a two for one basis.

Mr. Riddell: Do you think you will be raising the premium?

Hon. W. Newman: That matter is under consideration. I am not prepared to say until the budget comes in what will happen but they won't have to sign up anyway, because the forms won't be going out until early June. It will be early June probably before the forms go out so that matter will be resolved before anybody has to sign up for the coming year in the programme.

You were talking about compiled ratings. You wanted to know how many loans—here we are; maybe we have it here—2,324 loans. You mentioned some township and I asked for the figures. Eastwood Inns sold \$152,800 worth of debentures this year, not \$20,000. I just have two tapes which were just given to me.

Mr. Riddell: The new bylaw they passed which I trust was within relatively recent times—\$200,000—these are the figures I was given by the reeve anyway. The very fact was when the farmers started to apply for it and they came to the government to sell the debentures, the government didn't have any money.

Hon. W. Newman: As far as those are concerned, any that are in now—I am not exactly sure of the total amount—we are going to try and take care of them. We are working on that right now.

Mr. Sewell: They will be caught up by the end of March.

Hon. W. Newman: We will be all caught up by the end of March, which is really what I am trying to say. Starting off the next fiscal year, we will basically be starting off with a clean slate, remembering that those which come in March will have to go into

the next year because it takes—what is it, a month?

Mr. Sewell: It has to be dated the first day of the next month following one's application.

Hon. W. Newman: So if they come in in March they have to be dated April 1 which takes us into our next fiscal year. You were asking me one more question: How much money is in the budget? I cannot answer, at this point in time, as to how much money is in the budget for 1976-1977.

Mr. Riddell: Is the budget going to be reduced from about \$16 million to \$10 million, this type of thing?

Hon. W. Newman: There have been a lot of stories going around on that matter. It is still under discussion at this point in time.

Mr. Chairman: Okay; does that complete the leadoff questioning? All right, I have a list of some members who would like to ask—

Mr. MacDonald: I have one short footnote to the minister: Is it accurate that your agreps or others on behalf of the ministry are sounding out farmers across the province as to what their reaction would be to doubling the premium and reducing to 400 from 450 the weight of the cow?

Hon. W. Newman: Not to my knowledge, at all. Maybe some of the agreps might be talking to some of the farmers about it but certainly under no instructions from anybody in my ministry. No directive went out at all.

Mr. Chairman: Mr. Moffatt has a question.

Mr. Moffatt: Thank you, Mr. Chairman. I am a little bit at sea with the wording that's being used. I would like to say to the minister that first of all I think that the reason we have only 12,500 people enrolled, or 63 per cent, is partly because of the semantics and the attitude with which you and your predecessor have approached this entire situation.

I support wholeheartedly the idea of the income stabilization programme because in talking to farmers in my particular riding I find that most of them are really concerned that they have to supplement their income somehow in order to stay in the business of farming. Our area is, I think, a little bit different from others because it is under a lot of pressure from urban development

and so on, similar to the area which you represent, sir.
[5:15]

However, I find that when I read statements such as this from the Hamilton speech—and I would ask the members of the committee to listen very carefully to this short paragraph:

In addition, any effective income stabilization programme must stay clear of incentive pricing because oversupply can cause to the management of that supply in a negative fashion.

For the life of me, I cannot understand that sentence. It makes no sense at all in a grammatical structure at all. That was made to the Federation of Agriculture. Take that particular statement and compare it to this statement which was issued on March 9, 1976—and it was published by the Progressive Conservative Party of Ontario—entitled, "The Issue Is," in which we find this statement:

Ontario fully supports the marketing board concept and farm income stability to allow farmers to earn a fair return on their time, capital and hard work.

I just wonder what that means when we look at this whole business of whether we are talking about incentive pricing or if we are talking about a guaranteed income or if we are talking about supply management.

With respect, sir, I submit that the problem with regard to farm income stabilization in Ontario is not that the farmers are not interested and not that the general public, the consuming public in Ontario, doesn't support the idea of a viable farm community, but rather that no one understands where the devil we are going. My colleague raised this in his opening remarks, that we'd like to know exactly where you are going.

In answer to his specific question, which tried to get from you a position whether your government would support a provincial farm income stabilization programme, I'm led to believe from your remarks that you would not support a provincial programme. If the federal government continues to drag its feet on Bill C-50 and nothing emerges from that end, then we will not indeed have a farm income stabilization programme other than what we have now.

Hon. W. Newman: I am sorry if I misled you. Under Bill C-50 it is my understanding—correct me if I'm wrong—that they must pay on the named commodities on the basis of 90 per cent of a five-year average, plus an adjusted cost. You can say that we can come

up with the five-year average figure that they probably are going to announce shortly. We would be very foolish in the Province of Ontario, and I've had a lot of discussion with Mr. Whelan in the last two months, to move into stabilization on those named commodities at this point in time until we're absolutely convinced by a certain date, which I've been promised and which I'm not at liberty to disclose by the federal minister because he asked me not to, that at that particular date nothing is being done. Then I am prepared to look at programmes on our own.

That doesn't preclude us from just having the cow-calf programme. It doesn't preclude us from entering into an agreement with Ottawa on a cow-calf programme. Within the limitations of whatever budgetary allowances we will have, we will look at various commodities in the Province of Ontario. It makes it very difficult for any agricultural minister in any province to work on his budget in a really definitive, positive way, unless he has some idea—and we have to try to guess—what's going to happen at the federal level, because those named commodities are very important. They're all major items.

It's frustrating for me, and I'm not trying to pass the buck on to anyone because I think that Mr. Whelan really wants to bring those forward as soon as he can. I'm not saying that he's not being—anyway I won't say what I think his problem is, it's him.

Mr. MacDonald: He's alone in the cabinet and the rest of the cabinet doesn't understand him.

Hon. W. Newman: No, I wouldn't say that in this particular instance here. I have very good cabinet co-operation.

Now we are getting away from the programme. What I said, and I tried to make it very clear, was that I think that if we get into incentive pricing we do get oversupply. That leads to supply management or production controls or whatever it may be. I think in many commodities that the farmer himself wants the marketplace. He doesn't want a guaranteed income, providing the marketplace will help and work in the proper channels and the proper ways.

As far as that PC thing goes I haven't seen it.

Mr. Moffatt: I can send you a copy, if you like.

Hon. W. Newman: Thanks. I think it's saying basically the same thing except they are kind of mixing the two together a little bit, that's all.

Mr. Moffatt: That's my point entirely. That if we are ever going to achieve the kind of agricultural community with some strength to it at its core, we need to be very explicit and very clear when we're talking to farmers.

I have a lot of respect for the people who work in the various agricultural offices. I think that the suggestion to have them do the counting and the inspecting last year probably wouldn't have worked because any time I've been involved with those people they're busy, particularly at the time when that inspection had to go on; they were extremely busy with a lot of other programmes.

I don't really think that's the case. I know there are great fears about bureaucracy and taking on additional people but, surely, if we're really going to strive to have this kind of farm community then what we need to do is be prepared with some commitment in staff and in dollars to make sure the programme is going to be funded to the point where we can say: "Look, it's going to work and we won't have the kind of problem that you alluded to with somebody having zero animals and still claiming the subsidy." Of course, that's completely foolish. It should not happen.

Hon. W. Newman: Of course, that's the exception to the rule.

Mr. Moffatt: Of course.

Hon. W. Newman: By and large farmers are basically honest people.

Mr. Moffatt: You know that. We don't dispute that.

Hon. W. Newman: Most farmers.

Mr. Moffatt: I'd like to talk for a minute about the problem—I'm sorry.

Hon. W. Newman: May I just comment on what you said? I guess our long-term objective in this ministry, and probably in conjunction with the federal people to some degree, is to be able to look down that road 10 or 15 years from now and say to our young people who are farming today—let me use corn for an example: "We know that the corn is not going to drop below \$2 a bushel unless we have a depression or something like that, which I don't think we ever will."

Down the road he can say: "Look, I know I'm going to get so much for my corn so therefore, I can go ahead and plan. I can get my Farm Credit Corp. loan. I can get my other loans. I can go to the bank if it's necessary," because he knows that that particular commodity is going to be stabilized at that

particular price. It may, in one year, only cover his out-of-pocket costs plus a little bit but, by and large, he can have a base to build on, to plan for the future down the road which I think is very important. That is, of course, my long-range objective.

Mr. Moffatt: I think I agree with your philosophy; I don't agree with your words. What I would rather you said to young farmers in this province is: "You can be quite secure if you're going into this business of farming because in this province we're going to make sure that farming is the kind of business from which you can make a decent living."

Rather than say, "We're going to peg prices" or "We're going to play around with that kind of thing," we will simply go after the problem in farming, which is the fact that nobody can predict his income. This programme, with its faults that I think you admit, does, in the long run, start to do something about that.

I can't support the idea of excluding part-time farmers. I think if we were to exclude those people in my riding we wouldn't have anybody who would be qualifying for this particular programme because the people in my riding who are farmers work outside the farm in order to keep the farm going and pay the taxes which are based, in most cases, on the restructured region and have been very costly to farmers. They're finding a tax load across the province I guess, but particularly in our region where they cannot cope within a regular daily income from farming. I think that farmers work at a number of things. This kind of programme they should be able to opt into.

I think, too, that if we're going to deal with this business, we need to get away from finding problems with supply management. When I spoke a month or so ago to the Federation of Agriculture in the region of Durham, the biggest concern was that somebody was going to monkey around with the milk board and take away the supply management function in that particular area. They were concerned about that. I think that they've grown into taking advantage of that programme and they know it works and they know how to make it work to their advantage. I think we need to be supportive of that kind of thing.

Hon. W. Newman: We are.

Mr. Moffatt: Okay. I gathered from your remarks, though, your concern that some boards, or some commodity groups, are bordering on incentive pricing or getting into

that area. If there are boards which you suspect are doing that I'd like to have that listed.

Hon. W. Newman: No, no. Let me clarify that. I have been talking about straight stabilization, provincial-producer involvement on an incentive basis. I would like to make that clear. We do have supply management in eggs, tobacco and milk.

Mr. Moffatt: And chickens, sir.

Hon. W. Newman: Kind of, chickens, but not too well right now. If I may, Mr. Chairman, following through on what you were saying, we can talk about stabilization—and that's what we're talking about; if I may just digress for one second to bring my point home on stabilization, we can have stabilization programmes, land-use programmes, farm tax reduction programmes, farm incentive programmes, capital grant programmes—all these programmes can be in place but they're not worth a tinker's damn unless we have, not a barrier, but some sort of fair treatment on the movement of our crops from our province to other countries and to the European Economic Community.

For example—and this really has something to do with stabilization—to ship corn out of the Province of Ontario to the United States, there is a tariff of 25 cents per bushel today. To ship it into Ontario from the United States there is a tariff of eight cents a bushel. We have a surplus of peaches; to ship them out of the province we have to pay \$1.93 a case, but to bring them in from the United States it's 63 cents a case—and these are approximate figures—and to bring them in from Australia it's approximately seven cents a case. I could go on down the line of other commodities and talk about soya beans and so on.

I guess what I'm trying to tell you is that if we're going to have a meaningful stabilization programme, it has to be interlocked with some sort of equal tariff or an overall picture on tariffs. Because we can do all we want in the Province of Ontario, but unless we can do something with the tariff board—and we're working on that right now—on that basis and unless we have a national scheme, which would then give us some sort of border controls on a provincial basis, then we just don't have any protection from importation. I can give you an example: Canned tomatoes are pouring in here now from Taiwan and Greece and our tomatoes are not moving, and yet we have a much superior quality, I might say.

Mr. Moffatt: Mr. Chairman, I'd like to respond to the minister's last remark by a quote from a paper, part of which was quoted earlier—I think it speaks to the problem that he delineates—and then I'll end. This is a response to the Hamilton speech, and I'm sure you've seen the response. On page 3:

As a country, we have agreed that natural, inter-regional economic disparities are to be modified by interprovincial fiscal transfers. Doubtless, among farmers across the country, the same sort of give and take could prevail were the allocations made with minimum injustice and with full consultation, given that firm support for agriculture were evident. It is most unlikely that farmers in any province will act reasonably when they feel the future of their industry is severely threatened and see other governments take decisive action while their own dallies.

Now, skipping part of a paragraph:

The costing models currently established for the BC, Manitoba and Ontario plans are not comparable either in their original form. For example, BC charges family labour at the average opportunity cost (\$5 per hour), while Ontario charges about the top rate of hired farm labour (\$3.50 per hour). For the present, a full incomes policy can only be a distant goal rather than a near possibility.

In closing, I'd like to say that I think that position is highly critical of what has happened to date, but it doesn't bar the door to progress being made by your ministry in updating and implementing a programme which really does provide some kind of guaranteed income to farmers. That in fact is what we are talking about. And you, sir, would get out of the problem of having to deal with all these semantic variations—and one is opposed to the other—if you were to really deal with the rural people in this province in terms of them having some kind of guaranteed income, which I think in the long run probably will be the kind of thing that will make all of these programmes work.

Hon. W. Newman: You're really coming back to a national plan. That's what you're saying in effect.

Mr. Moffatt: I think it's a national plan, but I think it's highly critical too of the leading province.

Hon. W. Newman: It may be, but if you want to go into the BC programmes in stabilization and what happened out there, you

must take all the factors into consideration. They have a very complicated formula, and they're just now paying off for 1974 calves; we paid off for 1975 calves in 1975.

Mr. Moffatt: Not at the same rate though.

Hon. W. Newman: If you want to go into the semantics of it, I'm quite prepared to go into that. The freight equalization rate that we allowed was high in the example I gave at Hamilton but, all things being equal on those figures—

Mr. McKessock: Neither one of them was any good, all things being equal.

Hon. W. Newman: The Ontario Cattle-men's Association says our figures are right and the federation says our figures are wrong; there is a differential of about \$5 or \$6 per cow between the various figures.

[5:30]

If we are going to start to argue about that, then we are prepared to go into detail. We can show you how our plan worked in Ontario dollar-wise, the weight of calves, how the farmers could keep their calves instead of marketing them, and all the other advantages. We can go into details in dollars and cents. By and large, the BC programme in actual dollar payout was so close to Ontario that it wasn't funny, depending on whose figures you want to play around with.

Mr. Moffatt: Mr. Chairman, I said I was going to finish before, but I would like to say that all those figures quoted by the minister were quoted in Hamilton in November. They have since been, I think, entirely refuted by the Federation of Agriculture. I was not trying to be provocative. I was simply trying to list that case.

Hon. W. Newman: No, that's not very true because I met with the federation within the last two weeks. They came up with a figure—I can't give you the exact figure—of the total payout for cows in Armhill. I know, it's a matter of \$3 or \$4 per cow according to their figures.

Mr. Moffatt: Yes.

Hon. W. Newman: The Canadian Cattle-men's Association, I think, came right out on the nose on our figures. If you want to argue with semantics we could sit down with our statisticians for two hours if you like. You can go over them in detail and that will be counterproductive.

Mr. Chairman: I don't think that difference is in these estimates. Mr. Shore.

Mr. Shore: Thank you, Mr. Chairman. I hope I may have your indulgence because I am an urban resident but I am sympathetic to rural areas. I was brought up in a rural area. I would like some information on a couple of things; I want to bring a couple of points out and hope that the minister and/or his officials could enlighten me on them. It is an area that—speaking as an urban resident and an urban member—may help defend the agricultural situation.

In areas in London, Ont. particularly, a former member for London North, Mr. Walker, has recently submitted communications to the Premier. It made the headlines in the London newspaper. I would like to have an understanding of the statement. I can't give you the exact facts, but it was something in effect suggesting that the whole Ministry of Agriculture and Food be abandoned and that each farmer get approximately \$10,000.

Now, I am not sure of my facts but I am sure of the concept that I have it.

Mr. Riddell: That is, in essence, what he said, and he may be thinking of running again. Do you believe that?

Mr. Shore: For information purposes—

Mr. Riddell: Do you have something to say?

Hon. W. Newman: Well, if he decides to run again it is entirely up to him. He will probably win.

Mr. Riddell: Oh well, I would think you would discourage him.

Hon. W. Newman: Not on the basis of agriculture.

Mr. Shore: Not necessarily on that basis but on other matters, depending on whether he runs in London North.

The question I would like to put to the minister for information is are you familiar with that and is he making sense in what he is saying? I would like to be able to sell his point down the road as they go along.

Mr. Haggerty: Not something like \$10,000.

Mr. Shore: Or, if he is not making sense, I would like to understand that too. Could you comment on it?

Hon. W. Newman: With Mr. Chairman's approval I would be glad to comment.

Mr. Shore: I think it is important. Mr. Chairman, I think he should be allowed to comment because as far as I am concerned you can't pinpoint it to farming stabilization but you sure can pinpoint it to farming. I think I am entitled, as an urban resident, to help defend the agricultural policy and to hear this type of thing. If it is a fact, fine, I am going to go out and say Walker's right. Or I want to be able to say that he is wrong. I would like to hear about it.

Mr. Riddell: It can even be pinpointed at the farm stabilization.

Mr. Villeneuve: The average dairy farmer, of course, from the federal figures was subsidized \$4,000 apiece to produce in that year.

Mr. Shore: But, he made some pretty far-reaching statements and I think I am entitled to hear the minister's comments.

Mr. Villeneuve: Not in here.

Mr. Shore: I know he has got a vested interest. I am prepared to respect his interest.

Mr. Chairman: If the minister wishes to respond that will be okay.

Hon. W. Newman: It's up to you, sir. It's something that I would be glad to comment on. All right, for instance, in the agricultural industry we spend on research and development in this province—and this is money that I consider well spent—somewhere close to \$13 million a year.

For example, 15 years ago what was the average yield of corn in your area, Jack?

Mr. Spence: Around 80 or 90 bushels, is that right, Ken? Right.

Hon. W. Newman: Now we are reaching the point where we are getting average yields of 125—as high as 150 bushels to the acre.

Mr. Shore: You put the fertilizer to it.

Hon. W. Newman: Well no, I can go on in other fields. So, if you want to wipe it out—but I will say this—

Mr. Shore: I didn't say it. Your former colleague—and I hope he will continue to be a former colleague—made those statements. I didn't make them.

Hon. W. Newman: What is spent in agriculture in this province is a direct benefit to all

society. Agriculture is the number one industry in this province; the biggest industry; the most important industry and the one that will supply the food for the people of this province and this country and maybe for part of the world. I am biased but I feel that and I feel that very strongly.

Mr. Shore: I support you, but is there no way that you can communicate with your former colleague to tell him the facts of life?

Hon. W. Newman: My former colleague is entitled to say what he wants to say. That is one nice thing about our party: We don't criticize each other because we say what we think.

Mr. Shore: Yes, but if the factual information is not sound, surely you have an obligation to the farming community to enlighten him. I don't suggest you can stop him from saying what he wants to say, but surely you have an obligation to the farming community to perhaps enlighten him.

Hon. W. Newman: Well, I can assure the farming community—and I have talked around this province on an average of six times a week ever since last November—that I think agriculture is No. 1.

Mr. Young: Mr. Chairman, I have a couple of questions. We were discussing the impossibility of separating part-time, full-time bona fide farmers and so on, and I was wondering about the tax rebate situation. Do we have figures as to how many tax rebates go to farmers under the 10-acre cutoff point that was mentioned? I understand that below 10 acres they have to establish the fact they get \$2,000 an acre income from it. Have we figures on how many people are actually getting that rebate?

Hon. W. Newman: Farm tax rebate?

Mr. Young: Yes.

Hon. W. Newman: Let me deal first with the 10-acre portion. Anybody—it could be a market gardener or other people who have less than 10 acres—could very easily qualify.

There are many farms in some parts of the Province of Ontario where some people have a very difficult time making an economic living because of the type of terrain where they live. That is why the figure of \$2,000 gross income is so low. There are people—I don't know how many, but I suppose there are a few; I could think of a husband and wife living on a farm and not grossing \$2,000 an acre.

I cannot give you the total number of people receiving the farm tax debate, although there have been 180,000 applications.

To give you an example, so you don't confuse the number of applications with the number of farmers—and it is all done on computer according to the registration of the farm—one farmer may have 600 acres and eight cards. This happened the other day: A fellow came to me who had 600 acres and eight cards or applications. He was complaining to me that he had only got a farm tax rebate back on four of them. I said, "Wait for a couple of weeks because some of the municipalities were late in filing." He is in two different municipalities.

So, you see, if we say there are 180,000 applications, it is very hard to say exactly how many farmers there are, because one fellow could have 500 acres or 1,000 acres; while another fellow might have only 100 acres but broken into three parcels.

Mr. Young: Have we broken that down into the acreage above and below the 10 acre cut-off point?

Hon. W. Newman: Yes, at one point; but it is now \$2,000 gross income.

Mr. Young: And the 10 acres is out the window at that point?

Hon. W. Newman: No, the 10 acres was the basic guideline we worked from when we set out the original applications. But if anybody who had 10 acres or less wanted a rebate at that time, about three years ago, they had to make an application. They've been put on the mailing list automatically. They have to sign that form, and if you look at it, it is like signing an affidavit saying exactly that they do produce that much. It was a little green card; it is a red card this year. They have to certify on the back of this card that they have—

Mr. Young: So it is his word actually. Are there spot-checks or anything like that?

Mr. Sewell: They are checked to ensure they have paid half the taxes.

Mr. Young: I see. You check with the municipality to see that he has paid?

Hon. W. Newman: I don't think there is any great abuse of it. Like anything else, I suppose there may be the odd abuse; I don't know. But if it is brought to our attention, we certainly do look at it.

Mr. Young: I was wondering whether land that is held around our cities by speculators, subdividers or builders—

Hon. W. Newman: It is quite possible they could take 500 acres that somebody has bought, even if it was bought on speculation, and as long as they are farming that land in an appropriate manner and producing so much worth of goods off it, then they are entitled to it. But where they get caught is at the end of that 10-year period, or whenever they decide to develop it. That's when they get caught up in that.

Mr. Young: Has there been much rebate of that kind?

Hon. W. Newman: A fair amount. Not in massive quantities, no, but there has been—

Mr. Young: The only problem is, say I get my rebate this year, 10 years from now I decide to sell so I have a rebate coming. But I am rebating likely in inflated dollars, which means much less value.

Hon. W. Newman: Yes, that's quite true.

Mr. Young: Maybe it's inflated, the way things are looking now.

Hon. W. Newman: Well, I don't know the way things are looking now—

Mr. Sewell: That may change, we hope.

Mr. Young: Is there any source of information where there is a record of who has been paid what amounts?

Hon. W. Newman: I guess the assessment rolls are what we work from.

Mr. Young: These must be assessment rolls that are central in this department or some other department?

Hon. W. Newman: No, we work from the assessment rolls through the computer system.

Mr. Bennett: We only supply the funds. Treasury and Intergovernmental Affairs would have the records on it.

Mr. Young: I see, so the records would be there or would it be Revenue or—

Hon. W. Newman: TEIGA.

Mr. Young: TEIGA would have it?

Mr. Bennett: Subsidies branch receive it.

Mr. Young: So they would have complete records of what is paid out for 1975-1976 fiscal year?

Hon. W. Newman: We could tell you how much money in total was paid out. That's why we have the supplementary estimates here. We didn't have enough in our budget.

Mr. Young: But we have no record here of what actually was paid out on the 10 acres and less?

Hon. W. Newman: No, we don't.

Mr. Young: That would have to be a computer job, I suppose.

Hon. W. Newman: Yes, and you would have to go through all the assessment rolls. I don't know when, but we are working towards—whether it's at long range or short range—market value assessment.

Mr. Young: Yes, I can see where a person with a market garden, orchards and intensive cultivation of this kind certainly could and should come under this kind of provision. I am not so sure that the guy who is just simply fooling around with land and says he is getting \$1,000 an acre—maybe he is and maybe he isn't—but he is certainly making that value on holding it as a speculative asset. But that of course is not covered in the legislation. He is supposed to be producing food.

Hon. W. Newman: Well, \$2,000 in gross of food supplies. Now, if there are abuses, and as I said there could be some—

Mr. Young: Oh, there probably is.

Hon. W. Newman: It is just as the member for Huron-Middlesex (Mr. Riddell) said. He knows of a farmer who registered cows on the cow-calf programme and didn't have any cows and he got away with it because he didn't get caught in our spot check. As I said then and I say it again, I think that I would appreciate knowing on a confidential basis, rather than having it on the public record, who that person is unless you want to put it on the public record. Then we would be glad to have it on the public record. Does that answer your question?

Mr. Chairman: I would like to inform the committee that I still have four on the list who would like to make some comment. I don't know if you can organize your time in the next 15 minutes.

Mr. Riddell: We are only given until 6 o'clock, eh?

Mr. Chairman: Well, we can—

Mr. Riddell: Continue on after 8?

Mr. Chairman: We can. We were planning to have the Office of the Assembly.

Mr. Riddell: It is a most important subject, Mr. Chairman.

Mr. Chairman: I know it's most important, particularly in Perth. Mr. McKessock, Mr. Haggerty, Mr. Spence and Mr. Miller.

Mr. McKessock: I would like to mention that the development and continued operation of the farm income protection plan will require a strong, effective organization to negotiate for the farmers. Do you agree that the Ontario Federation of Agriculture would be the organization to do this, and do you feel that the Ontario government is pretty fortunate in having them waiting on the sidelines just ready for the legislation to be passed and that they are quite willing to act with you to set up this plan?

[5:45]

Hon. W. Newman: The Ontario Federation of Agriculture is a great organization and I have a lot of respect for them. I meet with them on quite a regular basis. We also have 21 marketing boards or commissions—whatever they are called—here in the Province of Ontario which deal with specific commodities and handle 80 per cent of our total agricultural production. Whatever the figures are, they are high. We have 21 marketing boards handling about 80 per cent of our total production here in the Province of Ontario—whether they are marketing boards or commissions, whatever they are called. I am just thinking of your area. These people have to have some say also, and I am not prepared at this point in time to have one farm organization doing all the negotiations.

Mr. Riddell: They have a membership in the federation, don't they?

Hon. W. Newman: Yes, if they all want to go that route. If they decide the marketing boards want to use the OFA to do their particular negotiating for them, I see no reason why we couldn't look at it very carefully. We also have the Christian Farmers' Federation and the National Farmers' Union.

Mr. McKessock: The biggest membership is under the OFA, and I think they would agree that they could work it out with these other organizations.

Hon. W. Newman: If the marketing boards, in their wisdom, want to talk to the members they represent and want to make certain representations, certainly we are prepared to discuss it with them.

Mr. McKessock: Did you say it was Mr. Davis who said that if he was allowed to get \$3,000 from a cow-calf plan, that it would stabilize the industry?

Hon. W. Newman: I think that was—

Mr. Moffatt: A Kemptville speech by the Premier.

Mr. McKessock: I think I mentioned this before that it doesn't do anything to stabilize the industry if you are still losing money. I would like to see the plan come in paying the cost of production, plus interest on your investment and with a wage, so that you got your cost of production. I guess you can look at anything that pays your cost of production as a kind of incentive, but I think it should be paid on a specified amount of production.

Hon. W. Newman: You mean it should be limited to the number of cattle involved?

Mr. McKessock: Yes, I think it should be. I don't know how else you can do it.

Hon. W. Newman: Do you think there should be an upper and a lower limit? Is that what you are saying?

Mr. McKessock: I think there should be an upper limit. I don't see any other way you can do it to make it worth while—so that it is stabilizing for the farmer.

Hon. W. Newman: But you just finished saying to me that you didn't think that the price was adequate. Even selling good calves like you sold, you still lost money. I am not going to argue about that, but I would like to see your books some time—but that's beside the point. I say this that if—

Mr. McKessock: They are open to you.

Hon. W. Newman: Okay, thank you. But if somebody has 250 cows or more—now we have checked into this because I asked them. We have checked into all those who had more than 250 cows. I believe all those people involved are bona fide cow-calf people, bona fide farmers. Now, are you telling me that they can only get paid on 100 cows? Are you telling me that because that's their livelihood—and I don't know what their costs are, and so on and so forth—that we should cut them off and tell them they can only have 100 cows?

Mr. McKessock: Yes, that's what I am saying. I think you establish an efficient unit, and in that way—

Hon. W. Newman: What is an efficient unit?

Mr. McKessock: I think maybe 100 cows; whatever one man can look after. He could

be guaranteed that he is not going to go out of business. If you want to expand and go higher than that, that's up to the individual, and he has to take his risk in the marketplace. But we are losing so many young farmers now that just can't afford to take that risk, and they are just going to disappear. In a few years, it will be left to the guy who can afford to take the risk, and that's the kind of farmer we are going to have left. They are not going out because they are inefficient. It is because they can't afford to take the risk.

Hon. W. Newman: Can I disagree with one of your statements? You say that young farmers are leaving the farm. We have 43 per cent more graduates from our agricultural colleges now than we had five years ago. We are almost at capacity at most of them. Between 40 and 50 per cent of those people are going back to the farm—actual agricultural practice—so we can't be losing that many if that many are going back.

Mr. McKessock: This is where I don't like guessing. I don't like guessing on anything if I can help it. I wish that maybe every farmer was licensed so that you knew exactly how many farmers you have. Each year as somebody came into the business they would have to obtain a licence and you would still know. There would be no guessing to it.

Hon. W. Newman: Have to have a licence to—

Mr. McKessock: To farm; the same as you have to have to do anything else.

Hon. W. Newman: I couldn't buy the idea of telling every farmer he has to have a licence to farm.

Mr. McKessock: I sent a questionnaire out to my riding—

Mr. Chairman: I think maybe we are just possibly straying a wee bit here.

Mr. McKessock: I think it might come under the stabilization programme, if we knew exactly what our industry was involved in and how many people were in it. I think it would go a long way to putting some stabilization into it, so you knew where to start and what you had to work with.

Hon. W. Newman: We know approximately how many cows there are in the Province of Ontario at this point in time. We know how many are involved in the programme.

Mr. McKessock: Approximately.

Hon. W. Newman: Yes, approximately.

Mr. Haggerty: I bet you are a long way out.

Hon. W. Newman: There are about half a million cows in the Province of Ontario.

Mr. McKessock: Also, maybe at the time that you were establishing a licence or permit for farming I'd like to take the guess out of it too as to how many farmers would like supply management. There's another place where we're guessing.

Hon. W. Newman: Yes, I guess we are guessing. I've travelled around a lot to farm meetings. Were you at the annual meeting in Hamilton?

Mr. McKessock: No.

Hon. W. Newman: I commented in my speech towards the end, or maybe when I diverted from my speech, I said I think the farmer wants to be his own boss and do his own thing wherever possible.

Mr. McKessock: Right, and the dairy farmer is no different from any other. He's got supply management and he's his own boss and he knows. I've worked in the dairy business for quite a few years and I liked knowing what I was going to get for my—

Hon. W. Newman: You were in the dairy business as well as the cow-calf?

Mr. McKessock: I was, four years ago.

Hon. W. Newman: You didn't have your dairy cows enrolled in our cow-calf programme?

Mr. McKessock: No, no.

Hon. W. Newman: Okay, fine. I was being facetious, so the record will show.

Mr. McKessock: So really that is some form of stabilization that I enjoyed. When you get into the beef business, it's a different thing.

Mr. Villeneuve: The same thing is going to happen in the dairy business. Right now, we are overproducing.

Mr. McKessock: That's exactly what I—

Mr. Villeneuve: All over the world you can sell our surplus products for the price we are getting at home. What happens is that it goes in cycles.

Mr. McKessock: Yes, but that's another bit of mismanagement on supply management. It happened in the dairy business.

Mr. Villeneuve: Good crop conditions make—

Hon. W. Newman: The market share quota, industrial milk thing, then you are getting into another whole field and I think—

An hon. member: Mr. Whelan speaks well of you now.

Hon. W. Newman: I speak well of him too; I did already today, you didn't know that. But if we get into the market share quota or supply management, what about all those young farmers who got into the industrial milk field and the problems they are faced with today? They've got some serious problems to be faced.

Mr. McKessock: This is what I mean.

Hon. W. Newman: And we are involved in helping with their IMPIP loans and so on and so forth. But don't kid yourself, those young farmers spent a lot of money getting into the industrial milk field. They have got problems today because, let's be honest about it, Ottawa just did not look at it carefully enough before they got into the programme.

Mr. McKessock: Because of mismanagement of supply management.

Mr. Riddell: They are going to be faced now with a price freeze on quotas too, \$16 for Pool One milk.

Hon. W. Newman: I don't think that has been established. Only industrial milk.

Mr. McKessock: I'd just like to ask the minister: Do you apply to the Treasurer for so much for the Agriculture budget?

Hon. W. Newman: In the Agriculture budget I fight for every dollar I can get

An hon. member: Keep fighting.

Mr. McKessock: Do you submit how much you would like to have in the budget?

Hon. W. Newman: I certainly do.

Mr. McKessock: I was just wondering when you said you didn't know how much you were getting.

Hon. W. Newman: That's right, but I know what I want.

An hon. member: As much as you can get.

Mr. McKessock: I just want to comment on the part-time farmers. I know Jack was interpreted wrongly; he meant the doctors and

lawyers and so forth. Maybe this would come in under licensing or permits for farmers. I know the part-time farmers. I was a part-time farmer for quite a while before I could get a full-time farm and I think for quite a few people it is a necessary thing. It is the only way that they can get into farming because of the capital involved.

Hon. W. Newman: I come back to you with a statement rather than a question. I'm going to have to make this a question because I don't believe in answering a question with a question. I would have to doubt that you are a full-time farmer right now.

Mr. McKessock: Yes, that's right.

Mr. Riddell: Farming is a fairly major source of income.

Hon. W. Newman: I was trying to say, how do you define a full-time farmer? It's not that easy.

Mr. Spence: You make your money in farming, is that right?

Mr. McKessock: I'd say a full-time farmer is one who stays up on the farm and gets all his income from the farm, but still we can't overlook the part-time one.

Mr. Chairman: Mr. Haggerty.

Mr. Haggerty: Thank you, I want to ask the minister about his young credit farm programme. I guess it was made during last summer, some time before the election writ. How successful is this?

Hon. W. Newman: I'm sorry I got diverted there.

Mr. Haggerty: The young credit farm programme, that the Ministry of Agriculture and Food will support.

Mr. Chairman: I don't think this comes under this vote.

Mr. Haggerty: I think if you read the top paragraph, assistance to primary food production, and surely if—

Mr. Chairman: There are three items there. Would you tell me which one that comes under?

Mr. Haggerty: I'm looking at the \$8 million there, or \$9 million. It's in there somewhere. If you look hard enough you'll find it.

Mr. Chairman: Would it come under the farm income stabilization?

Mr. Haggerty: Farm production.

Hon. W. Newman: I'm talking about the farm loans, too. It doesn't come under this vote, Mr. Chairman, but I don't know if we have those figures here—I had them, how many loans have been approved in the last year and how much money.

Mr. Haggerty: I'm finding that there are a number of young farmers that have applied for assistance under this programme but are having some difficulty in obtaining approval from the banks. I can cite one instance where the young farmer had approval from the bank and then when it came to the final signing he was turned down. In dealing with it further I find that the banks are saying, well, at the interest rates—what was the interest rate set at? Around 9 per cent or 9.5 per cent?

Interjections.

Mr. McCague: Mr. Chairman, the rules were set out at the start and you have already asked some people to stay on a subject, and now we're varying from it. Wouldn't it be fair to stick with your original ruling?

Mr. Chairman: I suggested to the member that I asked him to point out which area.

Mr. Haggerty: This is assistance to primary food production. If you're not going to get funding some place, that's assistance, isn't it? That's what I'm trying to get at—it's a new programme that was implemented last summer.

Mr. Chairman: Mr. Haggerty, I'd ask you to read down the three lines. It's listed out and itemized there so I'll have to rule the question out of order.

Mr. Haggerty: Well, I can't get any help at all from you, I guess, eh?

Hon. W. Newman: If you drop us a note on that particular case we'll look into it.

Mr. McKessock: I had one more question.

Mr. Chairman: I'll put your name on the list again. Mr. Spence, we have one minute.

Mr. Spence: I would like to say to the minister I think Mr. McKessock has said that he lost money in the cow-calf operation, even if he did get the stabilization payments. I have in my area three farmers who have been in the cow-calf operation, and they tell me that they're going out it because they lost money last year and can't afford to continue this coming year. One says this year the price he has to pay for pasture means there's no way he can stay in the cow-calf operation. Maybe in our area the price of land is above the average but nevertheless they say they're

going out of the cow-calf operation. They're going to lose a lot of money because they paid \$300 or so for cows to get into this operation.

I would say that there will be fewer cow-calf operators in 1976 than there were in 1975, if I hear correctly, on account of everything having increased in price. What are you doing? Will the price that you pay to the farmer this year be increased over last year in order to keep this cow-calf operation in existence?

Hon. W. Newman: Well, what we paid last year has no bearing on what would be paid this year. It would be done on a costing basis. I have already said that when our people have it worked out—and they're using certain farms as examples—they will, at that time, be prepared to discuss the figures with any group which wants to talk to them.

I agree with you that there will be fewer cow-calf operators in the Province of Ontario in 1976 than there were in 1975, but I think you'll find the reduction in cow-calves in the Province of Ontario, will be less, percentage-wise, than in many other provinces where, for instance, there was no stabilization programme. But I would think there would be less and of course as you know we're in somewhat of an oversupply of beef not only in the Canadian market but in the US market.

Mr. McKessock: We are sitting back hoping that this is what's going to happen, not that it's right.

Mr. Chairman: It is now 6 o'clock and this is the time scheduled for these estimates. I still have two names on the list but I'm going to call for a vote and leave it up to the committee to see whether it passes or not.

Hon. W. Newman: Mr. Chairman, I'm attending a meeting and it's going to be hard for me to get back right at 8 o'clock. If you decide by vote you want to sit later that's fine by me and if I have to be back at 8 it might be 10 after before I get back, but I'll do my best.

Mr. Chairman: The Office of the Assembler is scheduled for 8.

Hon. W. Newman: If you want to continue now I'm agreeable. I don't care.

Mr. Chairman: As I said before, I'll place the vote before the committee. Shall item 4 of vote 1702 carry?

Carried.

Vote 1702 agreed to.

Mr. Chairman: That completes the supplementary estimates of the Ministry of Agriculture and Food. At 8 o'clock we will return and consider the estimates of the Office of the Assembler.

The committee recessed at 6 p.m.

The committee resumed at 8 p.m. but adjourned through lack of a quorum.

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 MacDonald, D. C. (York South NDP)
 McKessock, R. (Grey L)
 Moffatt, D. (Durham East NDP)
 Newman, Hon. W.; Minister of Agriculture and Food (Durham North PC)
 Riddell, J. (Huron-Middlesex L)
 Shore, M. (London North L)
 Spence, J. P. (Kent-Elgin L)
 Villeneuve, O. F. (Stormont-Dundas-Glengarry PC)
 Young, F. (Yorkview NDP)

Ministry officials taking part

Bennett, R. G., Deputy Minister
 Lantz, K. E., Assistant Deputy Minister
 Sewell, R., Executive Director, Finance and Administration Division



Ontario

Legislature of Ontario Debates

Ontario. Legislative Assembly

SUPPLY COMMITTEE

SUPPLEMENTARY ESTIMATES

**MINISTRY OF
THE ENVIRONMENT**

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Wednesday, March 17, 1976

**Speaker: Honourable Russell Daniel Rowe
Clerk: Roderick Lewis, QC**

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

WEDNESDAY, MARCH 17, 1976

The committee met at 4:30 p.m.

SUPPLEMENTARY ESTIMATES, MINISTRY OF THE ENVIRONMENT

Mr. Chairman: We have a quorum. These are the supplementary estimates of the Ministry of the Environment and I would ask the minister, if he has any opening comments, to make those and introduce his staff.

Hon. Mr. Kerr: Mr. Chairman, I have just a few preliminary remarks which will have the effect of breaking down the figure of \$10 million on page 10 of the supplementary estimates book, and it includes expenditures for utility plant development and construction.

I might say that vote 1903, item 4, deals specifically with disbursements for the construction of water and sewage treatment plants during the ensuing fiscal year. These projects are important to the ministry and to the communities concerned because of the relationship of water and sewage services to growth, particularly to residential development. We have made every effort to provide these needed services while complying with the constraints required of us related to current economic conditions.

During the fiscal year 1975-1976, the Ministry of the Environment has been involved in the construction of 171 water and sewage projects, and 91 of these projects will have been completed by the end of the year. In addition, we have called tenders for 77 new projects during the year. We now have a total of 439 water and sewage projects in various stages of development.

Last year, the Treasurer (Mr. McKeough) indicated that Ontario recognized a need to expand substantially its commitment and its funding to the housing sector of our economy. At that time, he indicated that an additional \$10 million, over and above the \$138 million already set aside for development of water and sewage projects, would be committed to accommodate a resurgence in housing activity.

Although the 1975 construction season was already well advanced, my ministry took immediate steps in applying the additional funds and the following contracts were expedited for projects in developing areas to encourage and speed the achievement of this objective.

Of the \$10 million, there was \$1,760,000 for sewage facilities for the town of Fort Erie; \$1,430,000 for water and sewage treatment facilities required in Sarnia township; \$450,000 for sewage facilities in the city of Timmins; \$160,000 for water and sewage facilities for the town of Hearst; \$310,000 for water and sewage facilities in the town of Rayside; \$1,500,000 for water and sewage works in the township of Red Lake; \$160,000 for water and sewage works in the township of Ear Falls; \$2,230,000 for the Sandy Beach collector sewer to provide additional service for the regional municipality of Durham; and \$2,000,000 for extension of the Aurora sewage treatment plant to improve services to the regional municipality of York.

These additional projects total expenditures of \$10 million. These projects are in addition to the figure I have already mentioned, \$138 million for the 1975-1976 year, and we estimate that this will provide capacity for provision of an estimated 2,000 housing units.

That is really all I have to say at this time, Mr. Chairman. On my left is the deputy minister, Mr. Everett Biggs. On his left is Mr. George Mierzyński. On his left is Andre Castel; he is the financial wizard in my ministry.

Mr. Chairman: Thank you, Mr. Minister. I noted in your opening remarks that you specifically indicated the exact items where this money was being spent. I wonder if you have any copies for the critics of the opposition parties?

Hon. Mr. Kerr: I was hoping they would copy all that down. Here's one copy anyway.

On vote 1903:

Mr. Godfrey: Just some general remarks, if I may. I noticed that a couple of these projects impinge upon the York-Durham water and sewage services and I was curious to know what effect that would have on the planning for York-Durham. Possibly you might indicate, before I proceed much further, the state of that because I was not in the House on the previous environmental hearings. I don't know whether further action has been taken.

The Sandy Beach collector system sewer for Durham is certainly badly needed but what I've been finding in my municipality, sir, is that the municipalities simply don't have the money to go ahead and put in the sewage systems which have been proposed. I'm wondering if there is any relief in sight for them. Under the present constraints I think we are having to cut down on a certain amount of our long-range plans as far as sewers go. I wonder whether there's any light in the future as to whether that is going to be changed.

Another general comment—I realize this is not truly within a supplementary budget—is I wanted to inquire as to the status of alternative sewage systems which have been hinted at in some public relations documents, and whether anything further is being done on the development of alternative means of handling sewage. If I could have some answers, I could proceed a little further, sir.

Hon. Mr. Kerr: As far as York-Durham is concerned there is \$16 million allocated for the new fiscal year for that particular project. And then for the year 1977-1978 there is \$57 million earmarked for that year. The third year is \$61 million.

Mr. Godfrey: My question hinges directly on that. I wanted to know—I understand it is going forward on the basis of the documentation which we have had and I believe this is the main basis for planning for the York-Durham sewer at present. Has there been any change in those inasmuch as they do bear on Aurora and the Durham project? I wonder whether there has been any reconsideration of the plan for putting in the York-Durham system? If I could just quote from the report:

The federal and provincial governments in March, 1972, announced a proposal to construct a new airport in North Pickering, and the population projection for the North Pickering community was increased to 200,000 people.

They mention an addendum report and, just skipping down a line: "This addendum reflected the changes necessary as a result of the proposed North Pickering community and airport development."

My question is whether there has been any change in the strategy for developing York-Durham, inasmuch as the airport has been cancelled and inasmuch as the North Pickering development, from the best information I have, is still in the planning stage and is still highly suspect as to whether it will go ahead? The motivation for asking that question is the simple fact that we do require further sewage facilities in the southern end of the region—certainly in small areas we do require added sewage facilities—but I seriously question whether we want to have a tremendous project such as York-Durham sewage coming down through there.

As you will recall from the report, the York-Durham sewage involves a large expropriation of land at Duffin Creek. The reason for it coming out there is to serve the former township of Pickering, the village of Pickering and the town of Ajax. Yet I gather there is not that great a need at present for that type of a development and, indeed, in the foreseeable future.

Part of the reason for the tremendous development is the population figures as set forward in Table 1, if we could just turn to that table for a moment, in which we are projecting populations up to 1995 with an ultimate in the area to be served by the York-Durham sewerage of 802,000 people. But this includes a figure of 200,000 people in the North Pickering development and several other areas where it would seem that the population projections are really not in keeping with the plans put forward by Durham region which at present, as you know, is in the throes of formulating its final plan for the region.

For example, I wonder whether the figures for Markham-Unionville, which show a tripling of population, are really realistic or if they are based on possibly 1972 or even earlier types of conjectures. I also wonder whether the population projects for Richmond Hill, which show a tripling over a very small period of time, are realistic. The point I'm getting at is that with the development of the York-Durham sewage system, we have a tangential effect upon the two projects which you've mentioned today and I wonder whether there has been any rethinking as to the whole feasibility of the York-Durham sewage system.

The reason why I mention the population figures is quite obvious. Putting in this type of sewage is a definite encouragement to more people to live close to Toronto as opposed to the expressed desire on the part of your government, and I believe on the part of our party, to decentralize from Toronto. I would think that we may be actually governing population by the size of our sewage pipes and we are maybe governing geographical density by the size of our sewage pipes.

If that can be done, and I would really welcome that sort of concept, then at last we have an effective tool for controlling where people would eventually settle. In other words, if you build a 102-in. pipe in York-Durham, then you must have a lot of people living there in order to make that sewage system pay. On the other hand, if you build it out the other side of Oshawa, then you must eventually have a lot of people moving out there and, ergo, eureka we have then developed the facility to control population to a certain degree.

As you know, the region of York-Durham plan involves a great deal of agricultural land. It is the expressed intention, although the plan has not yet been finalized, to maintain that land in agriculture, and this particularly refers to the North Pickering area and the present airport area—or at least the defunct airport area. By putting in a massive type of sewage development, there is no doubt that that land will be under great pressure to develop urban-type dwelling and urban-type density, and we would wonder whether it is appropriate that the York-Durham sewer should proceed the way it is doing now.

One of the concerns I have with regard even to the increase of sewage systems in the lower part of our riding, particularly in Durham, is the simple fact that it is basing the estimated demand for sewers on an estimated increase of population in that area. Quite frankly, I think that our municipalities are having a great deal of trouble sustaining the present levels of population and increasing the levels of population with the industrial base we have. In the absence of a government policy which will encourage and steer industry, both primary and secondary, to our area, I really cannot see this massive build-up of people going into houses in that particular area.

One tangential question I would like to ask is, with this expression in your reports to reduce contamination and more effectively to handle sewage, whether there is a clear in-

dication in fact that a York-Durham sewage pipe of 102 in. or whatever it is will possibly add to an already contaminated lake-front which we have off the bottom of our region with the Pickering nuclear plant already dumping warm water into the bay and wasting energy in that manner very effectively. With the sewage outlet being placed very close to the presence of warm water, we wonder whether all factors have been taken into consideration with regard to possible future contamination.

[4:45]

There is one other question I would like to ask. If you go ahead with this scheme, which I gather is sort of juggernaut in this aspect, I wonder what sort of compensation is to be paid to the municipalities. For example, on page 14 of the York-Durham water and sewage services system, you mention that the Pickering and Ajax purification plants can be phased out of operation between 1980 and 1985.

Those purification plants were put into place with municipal funds. They far preceded the present Durham region, as we know it. They are staffed by persons who work locally. I wonder whether adequate consideration has been given for the compensation, inasmuch as they are going out of business. There is a large capital investment which is still there, as to whether compensation is going to be provided to the municipalities and to whether alternate job facilities of an equal rank are going to be offered to the people who at present work in those areas.

The years 1980 to 1985 are not far away and we have already seen evidence that tenure of jobs in many government and many civil service positions is really no longer guaranteed. It used to be in the old days if you worked in a hospital, you were pretty well assured—unless you did something grievous—that you would remain there and industriously you would rise on the ladder. But at present I gather that is no longer to be the order of things. I am sure the workers in our small sewage plants and water purification plants, which are going to be phased out of business, are beginning to worry about the validity of their jobs.

In summary, Mr. Chairman, I think that I cannot quarrel with, or ask any detailed questions on the amounts of money which you are asking for in your supplementary budget. I do, though, query the tactic as to whether these two projects which I mentioned in particular are dependent on the York-Durham sewer, and whether there has

been any re-thinking of the York-Durham sewer and its feasibility and necessity in light of some of the statements I have made.

Mr. Gaunt: Mr. Chairman, I just had a quick glance over the minister's statement, which he gave prior to my arrival. I gather that the nine projects which the minister outlined in his statement are the reason for our requested \$10 million supplementary estimate. I want to make a few comments and observations with respect to the capital construction programme for sewer and water treatment plants. That's what we are talking about. But before I do, I just want to throw in a little aside, as it were. It is related, but I want to pose it in the form of a question to the minister—and he may respond to it when he is replying generally to my colleague and myself later on.

I believe that on Sept. 4, 1975, the Premier (Mr. Davis) announced the appointment of the environmental steering committee to expedite the proclamation of the Ontario Environmental Assessment Act. The committee was to report progress, as I understand it, on a weekly basis. I am just wondering where that matter stands at the moment, and if the minister can tell us when, in fact, the Act will be proclaimed.

In terms of the capital construction programme, I understand and appreciate the need for the ministry to conform and to play its part in the total restraint package the government has undertaken. There are a few concerns about it. I think one of the concerns was dealt with by the member who preceded me. This is in respect to the cut-backs and the restraints; postponing in some instances the sewage treatment plants, the water pumping stations and the recycling installations from one to three years.

I think that this will, in some cases, impose severe growth restrictions on smaller municipalities—and at this particular time when the government, and when all ministries within it are talking about decentralization; when all of the parties in the Legislature are saying basically the same thing with respect to decentralization.

Our large municipalities are creating tremendous demands, not only on their own infrastructure, but also on the province and, indeed, on the federal government in terms of money for housing, for transportation, and all of the support services that a rapidly growing municipality requires.

We've had the emphasis over the past number of years—as initially set out by former Premier Robarts in his plan for development,

and subsequently by the present Premier and by various ministries within the government—on the idea that we should encourage decentralization, that we should promote it wherever possible to take the strain and some of the heat out of the very rapidly developing and growing areas of the province.

With this particular restraint package, I fear that objective and that aim, although it is supported by the government in principle, and by all of us in principle, is going to be severely thwarted because of the restraints that are going to be levelled at the smaller municipalities through the fact that they are going to have some of their water and sewage treatment plant projects stalled for perhaps up to three years.

In view of that, I'm wondering what the minister and what the ministry generally intend to do with respect to approving—I know that you don't actually approve the subdivisions but you certainly comment thereon. If a plan of subdivision comes to the Ministry of Housing, the ministry in its general circulation asks for the opinions of the Ministry of the Environment.

I'm curious as to what posture you're going to take on that in municipalities that are slated for new treatment plants, for new water plants and recycling installations. How are you going to view applications from those municipalities when they come before you, knowing full well that they are on the list for a sewage treatment plant, perhaps, or water pumping station, or whatever? Are you going to take that into account in your observations with respect to new plans of subdivisions within the municipality so affected? If so, are you prepared to consent on a temporary basis to approving plans of subdivision for septic tank installation, or perhaps for other interim alternatives that may apply while the municipality is waiting to get its project either approved or built?

Those are matters that I think are important, and I wonder what posture the ministry is going to take as an interim measure until we stage through this constraint package with which we're faced.

I don't think that I really have any more comments in respect to that particular point, other than to say that I am concerned about the effect this is going to have on the smaller municipalities and their ability to grow. I hope that the ministry is going to be flexible in terms of approving interim measures while the municipalities are waiting to get their sewage treatment plants, water pumping stations and so on.

The other matter that I wanted to raise, before I move on to the final series of questions that I have with respect to the Great Lakes water quality agreement of 1972, is the matter of the water quality at Port Hope. Maybe this matter was raised by my colleagues before I came in. I don't know if it was. If so, you can stop me. I understand that the Eldorado problem is affecting the water quality there. While the ministry says that the water is all right, that it's diluted when they pump it into the lake and bring it back again, I'm wondering if the ministry has really taken a look—I'm sure you have—at the figures which are rather startling and are well over the allowable limits.

Granted that the fact of the matter is that when you pump that contaminated water, untreated water, at the rate of about 4,500 gal. a day into the lake there's a lot of water in the lake and it becomes diluted, but I'm just concerned from the point of view of the water quality and how the pollution is going to affect those people over the long haul who are drinking it on a continuous basis.

I'd like the minister to comment with respect to that matter. Do you have guidelines for this particular area? Are you monitoring the area on a continuous basis? The water quality and the water standard of that particular area would have to conform with the general guidelines for waste water, but it seems to me in this particular case the waste water exceeds the provincial water quality standards. Certainly it does before it's dumped into the lake. I think that there should be some concern with respect to that matter.

Insofar as the Great Lakes water quality agreement of 1972 is concerned, I understand there were certain agreements that were arrived at at that time. I think certain municipalities and governments undertook to do certain things, and I'm just wondering, in terms of that programme, have there been any sewage projects delayed because of either constraints here or elsewhere? How many Ontario residents living on the Great Lakes do not receive adequate treatment—what your ministry would view as adequate sewage treatment?

Mr. McCague: Mr. Chairman, I wonder if I could raise a point of order. I have attended all your sessions which you've ably chaired here on all estimates. It has been customary that you have asked everybody to stick to the subject of the increase in the vote. With all due respect, this is very interesting but I have quite a few things that I would personally like to put on the record on behalf of Ontario and, in particular, my own municipality but I didn't feel you would allow me to do that.

Could we have a ruling from you as to how you wish this to go?
[5:00]

Mr. Chairman: On your point of order, Mr. McCague, I believe I stated at the outset that we would be discussing the estimates before us which come under the environmental control programme and pertaining particularly to the construction of sewage and water treatment plants. I know it is somewhat difficult on the two opening statements—sometimes they do stray—and I would ask that the members would keep as close as possible to the content in these estimates.

Mr. Godfrey: Thank you.

Mr. Gaunt: Thank you, Mr. Chairman. In all fairness, I think mine was right on, too, with due respect to my colleague.

Mr. Bain: Mr. Chairman, I think he has the entire support of everyone here.

Mr. Gaunt: I mentioned the Environmental Assessment Act, which has to do with the overall quality of the environment. It certainly bears on the sewage treatment plants, the vote which is under discussion. I talked about the minister's constraint programmes having to do with the construction of water and sewage treatment plants, I am talking about water quality, and that bears right on the vote because we are talking about water treatment plants, and the Great Lakes. I'm talking about sewage and how we are living up to our agreement, and that is right on the vote. So I think I am four-square within the corners of the vote, Mr. Chairman.

Mr. Chairman: We are talking about the environment in general and the whole ministry, really; isn't that right?

Mr. McCague: Well, if that is your ruling, I accept that.

Mr. Gaunt: Not quite.

Mr. Chairman: I understood before the estimates commenced that the leadoffs would be reasonably short—not too long—and I am quite sure that the present speaker will probably be finished very shortly.

Mr. Gaunt: I am just about to quit, Mr. Chairman.

Mr. Riddell: Further to the point of order, Mr. Chairman, I just came from the estimates in the House, and the ruling there was that the two leadoff speakers could give an overview of the whole area. I fail to see why the leadoff speakers here should be restricted

just because one of the members feels that he doesn't want to listen to what is being said, or feels that he has some comments to make. I feel that my colleague is right on. He is giving an overview of the whole area. When he is done, then the member will have a chance to come in with some of the points that he wants to bring up.

Mr. Gaunt: I am through.

Mr. Chairman: I think we have had a fair discussion on the point of order. Do you have anything further, Mr. Gaunt?

Mr. Gaunt: No, not at this time.

Mr. Chairman: Mr. Minister, do you have a reply?

Hon. Mr. Kerr: Just to deal briefly with some of the comments raised by Mr. Godfrey and Mr. Gaunt. I might say, Mr. Godfrey, that there is no change in the population projection figures for the York-Durham scheme. An agreement was signed last fall, I believe it was late October or November, between the province and the two regions providing certain funds for the project and including certain population projections. That hasn't been changed in light of what has happened at Pickering, or any decision on the airport—or anything of that kind.

These projections, of course, are over a long period of time, but they are really a result of substantial negotiations between the ministry and officials in the regions concerned. Naturally, I think it is safe to say that the region anticipated higher population figures. We have managed, we feel, to keep them within reason. It involves also the Ministry of Housing. There are plans for large OHAP projects, particularly in York. Also, there are some plans within the region of York, for example, for industrial subdivisions; all of which have to be considered in deciding the size of the plant and the size of the pipe.

So, to answer your question, there really is no substantial change in the plans for that whole scheme, as far as Pickering is concerned. One of the big problems, of course, and one of the big reasons for the project is because of the lack of capacity of existing plants in the region. For example, those plants that are using, the Don, the Rouge and Duffin Creek for receiving waters, the capacity is almost nil. We are concerned about those streams. As you know, the idea of enlarging those plants is out of the question and, therefore, the reason for the project in the first place.

You mentioned about some plants that would be phased out—I think you mentioned the Pickering plant. Although you are talking five and 10 years hence, I don't think there has to be any concern about the jobs of those people working in those plants. I'm sure those operators will be assimilated in some future project. I really don't know if, in fact, those plants will be phased out. That is expected at this time. That is the plan at this time. But it's not absolutely a certainty—depending really on the progress that the staging takes in those schemes. We may be talking certainly later than 10 years in some respects; depending, of course, on the development that goes on in the regions.

You also talked about constraints, which I will deal with in my remarks on points raised by Mr. Gaunt. There's no question that we could use about another \$100 million for sewage works, at least, based on the number of applications we have at the present time; and these are from all over the province. All of a sudden it seems that wells are becoming contaminated and sewage and septic systems are overflowing. So we do have a large number of applications. What we are trying to do is put those in a reasonable order of priority. We have a rating for these, and the rating is based to a great extent on the pollution condition in the community.

In other words, you may have a community that for a number of years has been requesting a project, whether it's water or sewers. And within that period of time you have a report from the local medical officer of health that the wells are in bad shape; that a number of wells in the community are contaminated, or the septic systems are inadequate, are archaic, or are just not functioning properly. Communities such as that receive a fairly high rating.

As far as decentralization is concerned, if you look at the list—and I must say that this list is not final; it probably will be by the time the Treasurer (Mr. McKeough) makes his statement, if he makes a statement—but it is a general idea of the number of projects we have projected within the amount of money we have for the next fiscal year—of where those projects will be during the next fiscal year. They are all over the province.

As far as decentralization is concerned, there probably is as much consideration in northeastern Ontario, west-central, central and southwestern as there is in the "golden horseshoe"—probably a lot more, because there are a lot more small individual projects out in the province. So we are not being parochial here; and I'm saying this in

a very sincere way. There are as many government members hounding me as there are opposition members.

By sticking to certain criteria as to priority, we're not being parochial; we're doing the work where it has to be done. We don't want a community shut down because of lack of services. We don't want people sick. We don't want the local medical officer of health saying to us: "We warned you, we told you so two or three years ago." So we bear this in mind allocating the funds that we have for the next fiscal year.

To carry on further—particularly with what Mr. Gaunt said—we are being flexible insofar as allowing a subdivision to go ahead with a septic system, particularly if the communal service sewage treatment is down the road a little way. We don't like the idea, frankly, because of the rate structure and the cost in some small municipalities of putting in new septic systems in a subdivision, if within a reasonable time a communal service will be available.

In other words, if they have to put in a septic system—and under today's regulations they are fairly costly—and then you lay the pipe and the connections in a lot and that septic system is only used for three or four years, it may make that housing unit fairly expensive. Where in a community the council, the mayor, the engineer, the clerk and the subdivider are aware of a situation and there is a pressing need for housing in that community and it's in line with my colleague's programme to provide housing—particularly because there are reasonable growth pressures—we co-operate and give approval in situations of that kind.

We do everything possible to accommodate the subdivider and the municipality, bearing in mind our objectives as to effluent, the topography of the ground and generally what pollution may result from that type of operation. We like to stage it. If somebody comes in with a proposal for a 200-lot subdivision, we would like to say to him to look at 50 this year or something and maybe the second stage of that subdivision or another phase of it will be ready when the sewers are ready or when the plant may be ready or an expansion to a plant.

We are being flexible. We've got to be flexible because the community says: "We want a plant. You can't help us with a plant because of constraints. Therefore, you can't expect us to stay still or become sterile." So we have to co-operate and that's what we do. Again, we do it in areas where we are not in conflict with the top-grade agricultural

land, where we're not in conflict with general planning for the area. We do it where it is in a decentralized area where there is an isolated community that needs that growth to survive. It needs the growth for assessment and it needs the growth because of some industrial expansion. We're co-operating in that way.

You probably heard of Aquarobic, which is another individual type of treatment. It's almost a package plant right on the person's lot. It's expensive. We're trying to think of a way where, although it is done on an individual basis, the same type of subsidy we have for a communal system may be applied to individual systems—some type of a reasonable payback amortized over a reasonable term of years. We're looking at that type of system more and more now because of the lack of funds for expensive communal projects. It may be that in a small community of anywhere up to 5,000 population that the rate will be just a little too high for a communal system and generally the septic systems in the community aren't all that bad, you know; there isn't the demand by the people. In other words, if there is a rate set and they object to an OMB decision, then there is still some flexibility for allowing that town to grow on an individual system such as septic tanks, holding tanks or Aquarobic. [5:15]

You also talked about Eldorado, Murray. My information is—and this is something I was looking for through my question-period file because I was sure you were going to ask me that weeks ago—

Mr. Gaunt: I was saving it.

Hon. Mr. Kerr: Yes—the information is that there has been continuous testing and monitoring. We are working with the Atomic Energy Control Board; we have a person working with that board as the Ministry of Health has and Natural Resources. We are monitoring not only in our area. We are responsible for some of these sites; we are continuously checking these disposal sites. We are looking at the air emissions as a result of Eldorado's operation, as well as water quality.

The latest figures I had on a sheet of paper—which I haven't got now but which I can remember very readily—indicate that the effluent flowing into Lake Ontario, perhaps by leaching, goes through a pipe from some of these sites and that effluent does not impinge on the drinking water quality that we require in Lake Ontario. In other words, the drinking water standards that we require in

the area of an intake pipe or purification plant have been maintained in spite of the flow through the pipe from a couple of particular sites right on the lake.

As I say, that is being continuously monitored by the committee. The level is three picocuries—I don't know if that means anything to you or not, Murray. It doesn't mean a heck of a lot to me. But that is the drinking water standard for radioactivity.

Right at the site itself the required level would be a little higher, from what I understand, but not when it goes through the pipes and the water is then tested in the lake where that effluent goes in and it's still below the safe reading for radioactivity.

Mr. Gaunt: Both for radium and uranium—

Hon. Mr. Kerr: Radium, yes.

Mr. Gaunt: —and also arsenic? All three?

Hon. Mr. Kerr: Yes.

Fortunately, the constraints, as you know, Murray—I don't know if you know this, but in three years the amount of money we've allocated for sewage and water projects has gone from \$89 million to \$149 million; it was \$149 million last year. As we've pretty well substantially completed our commitment as far as sewage treatment plants are concerned in the Great Lakes agreement, these constraints really are not going to affect this agreement. We've got money this year for the start of a water system for Nanticoke, and as housing develops we will also be providing sewage treatment facilities. The main problem there, as you know, is the industrial effluent and industrial emissions. That's been looked after mainly because we've been treated fairly generously during the course of the agreement in which we were required to build those plants.

The other point you asked about, the steering committee, were you there when your colleague asked that question in the House today?

Mr. Gaunt: No, I wasn't. Okay.

Hon. Mr. Kerr: All right, okay.

Mr. Chairman: Thank you, Mr. Minister. I have a number of people who have intimated that they wish to ask some questions on this particular vote, which pertains to a number of projects which were outlined by the minister at the beginning of the estimates. I'd like to remind the committee that since there are several who wish to ask questions and our

time is very limited—no longer than 35 minutes—I hope they can keep their questions short and to the point. First, just so you will know the order I will call you—Mr. Bain, Mr. McCague, Mr. Makarchuk, Mr. Riddell.

Mr. Bain: Thank you, Mr. Chairman. I will restrict my comments and questions to water and sewage as it pertains to three particular areas in my riding, and because of the desire of the committee to function fairly efficiently and quickly, I'll try and keep my comments down to a minimum and allow the minister to respond, I hope positively, to those questions.

First of all, I'd like to briefly discuss a report that was done by his ministry, a very excellent report that was released this summer. It pertains to the quality of the water and sewage facilities in Swastika. It is entitled "A Pollution Survey, Swastika Area, Town of Kirkland Lake, Township of Teck." Swastika is a small community in my riding which has been in existence since the turn of the century and, as many communities in Timiskaming, it has grown up in an area of mixed topography, flatlands, rock outcrops, small lakes—what you may call a very scenic and idyllic community.

Unfortunately the sewage system has been septic tanks. Two septic tanks serve the community. Both of those, as your ministry points out, are essentially not functioning and raw sewage is being discharged into the watercourses of the Blanche River and its tributaries. Also, a section of the community, entailing Teck Ave. Swastika Ave., Hay St. and Highways 66 and 112, has no communal system whatsoever. The septic tanks and cesspools and outdoor privies are not functioning properly. This winter we were treated to icicle-like sewage forming along the highway because of the inadequacies of the cesspools and septic tanks.

People in the community in general are worried about what's happening to the Blanche River. It flows into other water bodies such as Otto and Round Lakes which are cottage areas and also have small communities on them, so the problem that is being created is widespread.

The immediate problem in Swastika is in the area that is not serviced by any sort of communal sewerage, and the minister mentioned that one of his criteria in instituting new programmes is whether the health inspector is afraid to visit this area because he knows that the problem is very severe. People in the community are worried, in fact, about an epidemic developing this summer because of the inadequacies of the sewage system.

The community of Kirkland Lake, of which Swastika is a part, is aware of the problem. They commissioned Proctor and Redfern Ltd. of North Bay to undertake a preliminary evaluation of the type of sewage system which might be provided. This firm discussed the report with the council and with citizens of Swastika on Feb. 24. I was fortunate enough to be able to attend that meeting. They have outlined a pretty good system. They have actually several different systems that could be chosen, any one of which would be more than adequate.

The problem really is a financial one. The municipality of Kirkland Lake wants to embark upon a water and sewage system; although I've only discussed the problem of sewage, much of the community that's not serviced by any sort of sewerage also does not have a proper water supply. In one part of the community there is only the communal water tap which, during our cold weather, forms a continuous icicle and is unusable. So this is a wider problem than just sewage.

The community of Kirkland Lake desperately needs financial assistance from the government in order to be able to provide a proper water and sewage system for Swastika. I would ask that the minister consider providing a type of assistance that would be akin to the programme that you had in existence a short while ago. In my discussions with officials of your ministry, they mentioned that at one time 75 per cent of such a financial outlay would have been incurred by your ministry but that that practice, in essence, is being discontinued.

I would suggest, because of the severe health hazards that will exist in Swastika, that you look at a special form of assistance for Swastika. I know that the community of Kirkland Lake, of which Swastika is a part, will be petitioning your ministry shortly for your okay of their basic proposal, which I'm sure will be an excellent one, because Proctor and Redfern have already done a great deal of work.

In conclusion regarding Swastika, I would plead that you really consider the health hazards involved and the very special needs of this particular community in regard to the provision of adequate sewage and water facilities.

Another community that has much the same kind of setting—that is, a very picturesque landscape of rock outcroppings and, in this case, a lake that is provincially renowned if not world-renowned, Timagami Lake—is in much the same situation. The people of the town of Timagami proper have been attempting to provide adequate sewage service there

for a number of years. They've had correspondence with your ministry, which transcends a number of ministers, and yet there is no programme to provide adequate sewage service for Timagami. The situation is becoming especially desperate, in that the lake itself is becoming polluted. As you may know, Timagami Lake is made up of a number of arms; the arm on which Timagami is situated is no longer usable, and this is a grave situation when you consider that Timagami is a well renowned tourist area.

I've recently heard that your ministry has been conducting preliminary talks with the improvement district council of Timagami regarding an experimental system. This experimental system could cause a great deal of difficulty if it's implemented on a hodge-podge basis. I've heard that it's been implemented in Newfoundland where the climate is considerably milder. The system is basically put on top of the ground and backfilled in order to cover the main sufficiently to keep out the frost. But I would suggest that the ground freezes considerably deeper in Timagami than it does in Newfoundland, so that although initially it appears to be a cost saving, it could in the long run prove to be a very expensive system.

[5:30]

I would hope that your ministry, since you've been considering Timagami for a number of years, would finally tell the people in Timagami that you will commit yourself to providing a good water and sewage system for Timagami. What kind it is, I think your experts would be better to determine than myself. But I think it's important that the commitment be made. The people in the community are getting the impression that they're going to be squeezed out eventually or that development will be totally curtailed because of the inadequacies of sewage facilities in that area. So, in the case of Timagami I would ask for a commitment from you that your ministry will indeed provide a good water and sewage system for Timagami and that you will, in effect, provide a warranty for that system—whatever it may be. And if there is any difficulty in the future with the system, that you will make sure it's repaired and you won't put the total cost on the shoulders of the taxpayers in Timagami.

The final one—and I'll make these comments very brief—are the sewage lagoons in New Liskeard. I don't know whether they were the first sewage lagoons in northern Ontario or not, but perhaps that explains the difficulty with the system. That system has given nothing but difficulties to the community.

I can think of two salient features that most people remember about it. When you go over the escarpment into the clay belt, and you see the farms spread out around New Liskeard, you also see this very scenic lake. It's quite an incentive for tourists. They snap pictures, and it's something that they admire. But they don't admire it quite so much when you tell them it's an ineffectual sewage lagoon system that they're taking pictures of.

The problem with it is that it doesn't seem to handle the load. Last spring the entire contents of several lagoons were discharged into the Wabi River. In essence, the plug was pulled. We are told it happens very infrequently, but nevertheless it did happen.

Another problem with the system is that there doesn't seem to be enough time allowed for the raw sewage to be properly treated. There is too much of an inflow of water into the system. An inadequate storm drain system allows a lot more water to get into the system. Also a great amount of water falls in the form of precipitation and further overloads the system.

Finally, the most salient characteristic of that lagoon is that it provides a very characteristic aroma that descends on the central part of the town on numerous occasions. It reminds one of—well, I suppose, rotten egg gas at a very severe intensity. It has done nothing to improve the aesthetic value of the area.

I think it's a system that the ministry has retained some responsibility for. I know the people in New Liskeard would much prefer another system. If that's not possible, I would suggest you do something with those lagoons, because they are just not working. I know technically they are supposed to work, but they are not working. I would hope that you spare us any more lagoon systems in northern Ontario.

I hope that the minister will understand that I raised these questions to him in a fairly straightforward manner because they are important to the people of my area, and I look forward to the minister's comments. Thank you.

Hon. Mr. Kerr: Mr. Chairman, I am aware of the report that Mr. Bain talks about, of course, and also the concern referred to in that report about the Blanche River, I'm not aware of any application for a project in Swastika. I know that certainly your predecessor talked to my predecessor about something for the area. I think you have also been

making representation to our regional office, based on this report.

The 75 per cent subsidy that you're talking about hasn't been discontinued. We still have that programme for small municipalities, based on a rate of \$110 and \$130 for water and sewers, or 75 per cent, whatever is the greatest. Because there has been a report and because there is concern about the river and there is a problem there, any application that we receive for a provincial project at Swastika based on this subsidy will be given a fair shake.

Mr. Bain: So you would advise them to get the application in as soon as possible?

Hon. Mr. Kerr: Yes, get their application in. And, as I say, whatever funds we have available—certainly there could be some consideration for some preliminary engineering and design and probably some idea of what the project will cost and see what the reaction may be locally, based on those costs and what the rate might be for the users in the area.

Timagami, as you mentioned, has been a bit of a guinea pig. Because of the topography, because of the small population in the area and because there are a number of people in the area who live substantial distances from each other, a communal system would be quite expensive. It would compare with something like Bruce Mines.

You may have heard about Bruce Mines where the rate is something over \$400 a year, and that is after the allowance of all subsidies. I think that is probably with about an 80 per cent subsidy. Because of the type of area in which the plant would have to be built and the services installed, you're looking at very expensive annual rates for the people in that community.

I think this is why the council for that improvement district has been working with our ministry in looking at something different. Aquarobic, as I mentioned before, which is an individual type of system where there is a sort of complete package system installed on a person's lot, is the type of thing that would be ideal for this area. However, the council for some reason or other wanted to look at this other type of system that is at present being used in Newfoundland, which the ministry, frankly, is not as enthusiastic about as Aquarobic.

As you mentioned yourself, because of temperature and this type of thing, it may not be efficient. For the community to install this type of system which is basically in the

experimental stage, spend a great deal of money on it and not have a good working system, would be a shame in our opinion. I suppose the community would expect the ministry to pretty well guarantee efficient operation of this system and we can't do that at this stage, very frankly. We can for Aquarobic because we've got enough experience with this type of method and we have enough faith in the people involved in installing this type of method that we are recommending it in certain areas where a communal system would be prohibitive for some reason or other.

If the community and the people who are on the council in that area are not satisfied with this new system and feel that, in spite of its success elsewhere, they want to look to a communal system, we would make the same suggestion that I have for Swastika. I don't know if we have gone so far as to have any preliminary estimates done.

Mr. Biggs: There was a study done on the communal system but it was very high priced.

Hon. Mr. Kerr: I guess council turned down the idea because of the high cost in Timagami. We want to do everything possible to help a community like this because we know we have some problems and we're concerned about some of the waterways up there. We're doing everything we can to advise, inform, instruct and assist but we don't want to dictate because, let's face it, the people there over a period of time will be paying for this system and all we can do is guide them. I think whatever system goes in is going to be very expensive.

We'll keep a watch on it. I think your concern today, if I gather what you said correctly, is whatever system goes in has to be efficient. It has to work and you don't want the community to be a guinea pig and end up paying for two systems or something like that.

Sewage lagoons in New Liskeard—I would think with all that high quality farming area you've got up there you'd need a little bit of that aroma once in a while to keep things churning.

Mr. Bain: The problem is the aroma comes to the town and not to the farmland.

Hon. Mr. Kerr: I think somebody else may be able to comment on this but I always feel that sewage lagoons, with proper operation, with proper attention, the odd bit of perfume once in a while can work pretty efficiently, can't they?

Mr. Mierzyinski: We've had some mixed reactions on this. Generally, lagoons do work efficiently and do work well and are a cheap solution because they operate cheaply whereas a plant operates very expensively. There is a problem at the time the lagoons freeze. Actually it's not a problem at the time of freezing; it's a problem at the time the spring breakup occurs and maybe that's magnified in the north because the period may be longer than in the south. It's undoubtedly true that at that period of breakup they do smell.

Mr. Bain: They smell in the middle of winter.

Mr. Mierzyinski: Other than that, if they are not overloaded and are operating correctly, they work well.

Mr. Bain: They smell in the middle of winter. There is a haze comes over the town from the lagoons.

Hon. Mr. Kerr: That's the warm, warm—

Mr. Bain: One official from your ministry said that the pipe from the town to the lagoons was sufficiently long. It took something like six hours for the sewage to get there and by the time it got there it was partly decomposed, which didn't help matters either. I don't know whether that was true or that was just him trying to save face.

Mr. Mierzyinski: I'm afraid I can't answer that; I don't know the answer.

Mr. Chairman: Thank you. Does that complete the discussion there?

Hon. Mr. Kerr: I think what we can do is to send people up to look at the operation of that system. It sounds to me as if it isn't being properly operated. It may require an expansion in capacity; there may be an overflow or something of that kind. Lagoons generally—there's an awful lot of them in the province and although they are not as good as a plant, as you say, they are much less expensive and there shouldn't be any problem as far as the continuous odour problem is concerned.

Mr. Chairman: I'll send you to Listowel, Mr. Bain.

Mr. Bain: Is yours working well?

Mr. Chairman: I had better not make any comments. Mr. McCague?

Mr. McCague: I'll bow to the others.

Mr. Chairman: You'll bow to the others?
Mr. Makarchuk?

Mr. Makarchuk: I've two or three brief things. This is dealing with the expansion of the sewage treatment plant in Brantford. That's the first item that's of concern to me. I guess you've realized you've denied the possibility of giving them the 15 per cent grant for financing and borrowing money on the market at a cheaper rate—which the province is supposedly able to do—and in that way providing a saving to Brantford of approximately \$8,000 a year.

Could you clarify the terms of turning it down? What concerns me is that it is a fairly high growth area and we are running out of capacity in the existing sewage treatment plant. We have the pressures of Nanticoke on Brantford because it's only 20 miles away and quite a few of the people will be living in Brantford—they are moving in—and commuting between Brantford and Nanticoke.

Consequently, it seems to me you are defeating sort of part of the purpose of the whole thing, in terms of trying to provide housing at more reasonable cost, because what this will result in is that the city will certainly go ahead on its own if we can't get financing.

[5:45]

The result will be that they would have to charge the extra 15 per cent against either the new buildings or the impost charges, and/or put it on the local taxpayers. It is not doing anything in terms of housing, which I think is a problem that is quite critical in the province, and doing this thing doesn't help. I just want your comments on that specifically.

Also, what bothers me is that the application for this loan, for this money, went into your ministry—it was sent to my predecessor, Mr. Beckett—some time in July, 1975, and it has been kicked around your ministry for quite a while. At that time I presume you weren't in a period of restraint. You were cutting taxes and everything else and spending it all over the place, and there was no money advanced or there was no commitment given to the city, and now of course you have turned it down. Would you like to comment on that?

Hon. Mr. Kerr: Yes, it is my understanding that we have given a certificate of approval to the city on the basis that they would finance the project themselves. You were talking about the 15 per cent—

Mr. Makarchuk: That's right.

Hon. Mr. Kerr: That's only for restructured regional municipalities.

Mr. Makarchuk: No, I am sorry. If two or more municipalities are involved—I have your regulations here—then you get 15 per cent of the gross capital cost, and in this case the city of Brantford and Brantford township are operating on the same system.

Hon. Mr. Kerr: We have money for this fiscal year for Brantford township.

Mr. Makarchuk: That's the other item that we should touch on.

Hon. Mr. Kerr: That is for sewers.

Mr. Makarchuk: That's right.

Hon. Mr. Kerr: It is going to cost around \$1.3 million.

Mr. Makarchuk: Right. The problem here is that—

Hon. Mr. Kerr: If there is a question of oversizing as a result of sewers involving one or two communities, then there would be the 15 per cent, but that's not quite the same as a 15 per cent subsidy that we give a region or restructured municipality.

Mr. Makarchuk: Well, as I understand it—I have your regulations here—assistance is available (a) if two or more municipalities must be involved in existing built-up areas, and this is certainly the first time I have heard that we don't qualify under the regulations. All of the correspondence that I have received from you up to this point is the fact that you are doing this on the basis of cutbacks and not because the city doesn't qualify.

I am not sure what the holdup of the certificate was but we did get it straightened out, for which I appreciate the minister moving in in this area and getting it out of his bureaucracy and on the way. But what bothers me, of course, is the fact that the application was made in July, 1975, that nothing is done, and now we are informed that we are not getting this thing, despite the fact that the city proceeded in good faith, following your own regulations for the 15 per cent, and the net result is it will be a difficult process. What you are doing, in effect, is you are dumping costs on to the city, on the local taxpayer. You are not doing it directly, but indirectly the costs will accrue to the local taxpayer. Have you reconsidered it?

Hon. Mr. Kerr: Well, I will tell you. I have got a—

Mr. Makarchuk: You have a delegation coming to see you.

Hon. Mr. Kerr: Yes, I have a delegation coming in. We'll meet with your people and hopefully we might be able to do something; but it's an area where, as we were talking about before, the services are basically for growth, as you mentioned. You have some Nanticoke pressures there. It is just not a high priority item from the point of view of pollution. It is one of those areas that is, shall we say, the victim of our constraints; and there has to be a delay. As I say, we have \$1.3 million in there now for Brantford township. Apparently the township is paying the city in their rate for expansion in the city, which I would think would help the city in its financing. As I say, there has been no final decision—there can't be one until we meet with your delegation—but that is one of the areas you might say would be included in that \$100 million I need.

Mr. Makarchuk: Incidentally, Mr. Minister, Brantford township decided to postpone the construction of sewers in what they call the Greenbrier area, and some of the people there are upset about the whole idea. In fact, up to a point there was a certain health hazard—there was a danger of typhoid and hepatitis in the area—and, of course, sewers were built into some areas of that particular subdivision.

I am surprised to hear now that funds are available, because the opinion in Brantford is that the province has decided that the project can be delayed and they are not providing funds; or at least your share of the normal costing. This is the first time I have heard that it is available—

Hon. Mr. Kerr: For the township, right.

Mr. Makarchuk: Yes, what you are saying is that this option not to proceed rests with the local municipality and that as far as your ministry is concerned, you are prepared to advance the funds, which amount to \$1.3 million.

Hon. Mr. Kerr: That's over two years.

Mr. Makarchuk: Right, okay. And that's in the 1976-1977 and 1977-1978 fiscal periods?

Hon. Mr. Kerr: Yes.

Mr. Makarchuk: Okay. Can I get some commitment from you that you are certainly going to reconsider the possibility of extending to Brantford the 15 per cent when the delegation comes to see you? I gather it is on the 30th of this month. So that issue is not dead, in other words?

Hon. Mr. Kerr: No. As I say, we will have to review it and listen to their approach. Brantford is a pretty wealthy community, you know.

Mr. Makarchuk: Not necessarily that wealthy; it has had some reasonable economic success in the last few years—

Hon. Mr. Kerr: Thanks to old Dick Beckett.

Mr. Makarchuk:—but it is running out of sewage treatment capacity. It has land that is being serviced and going onstream, it is subject to the pressures of growth and it is fulfilling its responsibilities in terms of qualifying under your regulations. I think the arbitrary decision to cut it off is not sensible.

The other item they were concerned about—if you don't go along with granting them the 15 per cent—was to use the borrowing power of the province to raise the money, and consequently you would be able to get it at, probably three-quarters of one per cent less than the municipality would have to pay.

Again, Mr. Minister, I have your letter here, and you seem to say, somehow or other, that it is an unfortunate and difficult situation and you are not prepared to enter into this agreement. Now this means about \$8,000 to the city—and it is not a matter of you putting out your own money; it is the fact that you are just using the borrowing power of the province to raise cash which the province is going to be repaying to you. In the long run, the city will save a minimum of \$8,000—well, their figure is \$8,528—but with the increased interest rates, it is probably higher. When you take that into account over a 20-year period, about \$160,000 could be saved. Why, then, the reluctance to proceed with that, Mr. Minister?

Hon. Mr. Kerr: The only thing I can say is that it reduces our borrowing capacity if we commit ourselves to a project—what are we talking about, \$7 million or \$8 million?

Mr. Makarchuk: It's \$2,054,000.

Hon. Mr. Kerr: I thought the whole project was more than that; maybe I am mistaken.

Mr. Makarchuk: CMHC is coming through with about \$3 million. The whole project is about \$6 million.

Hon. Mr. Kerr: What you are saying, in other words, is that we just guarantee the debentures or whatever the city uses to borrow the funds to build the plant?

Mr. Makarchuk: Right. You have a provincial borrowing and investment policy branch in TEIGA, and discussions have been held with them. The idea is that the funds either are borrowed by the province or you transfer the funds over to the municipality, and the municipality pays off the funds back to the province. In the process, of course, they will save us a certain percentage of money, a certain percentage of the cost. Why the reluctance?

Hon. Mr. Kerr: I think that's something we can discuss at our meeting, rather than belabour it here. It's a commitment. It's a commitment for funds. And, as I say, we only have so many dollars to go around so many places—like Napanee, Winchester, Chatham and Red Lake. What other cabinet ministers want money?

Mr. McCague: Wasaga Beach.

Hon. Mr. Kerr: Wasaga Beach; all those Tory ridings, you see.

Mr. Makarchuk: This was a Tory riding, if you'll remember. In fact, it was a Tory Minister without Portfolio who made the application; which doesn't say a hell of a lot for your Tory ministers, I suppose. But the point, again, is what you're doing here—what is the net result. Really, you know, you're not putting yourself out. The net result is that, again, you're putting added cost on a local level; you're just shifting it. Perhaps you could argue on the 15 per cent. But on the other case, it is a matter of paper work—nothing else—and you're not prepared to move on that.

I think that's, to put it mildly, a little bit irresponsible. You know, \$160,000 is the minimum that you can save—so why the hell don't you do it?

Hon. Mr. Kerr: As I say, you're just flogging something here that can be discussed at the meeting on March 30. This is something that can involve the Ministry of Housing, it can involve TEIGA, as well as CMHC; and there may be some possibility in that.

Mr. Makarchuk: In your letter to me of March 10 you say you're not prepared to go ahead—but now you are prepared to discuss it again?

Hon. Mr. Kerr: I'm prepared to discuss it. No arrangements whatsoever; just prepared to discuss it.

Mr. Makarchuk: All right, fine.

Mr. Chairman: It's now 6 o'clock. I'm sorry, Mr. Riddell, that we don't have time to call on you for your questioning.

Mr. Riddell: I was going to be very brief anyway.

Vote 1903 agreed to.

Mr. Chairman: That completes the estimates of the Ministry of the Environment. Tomorrow the committee, I expect, will meet following the question period to do the Office of the Assembly and to conclude the estimates of the Ministry of Transportation and Communications.

The committee adjourned at 6 p.m.

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Riddell, J. (Huron-Middlesex L)

Ministry officials taking part

Biggs, E., Deputy Minister
Mierzyinski, G., Assistant Director, Project Co-ordination Branch



Legislature of Ontario

Debates

Ontario. Legislative Assembly

SUPPLY COMMITTEE

SUPPLEMENTARY ESTIMATES

OFFICE OF THE ASSEMBLY

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Thursday, March 18, 1976

Speaker: Honourable Russell Daniel Rowe
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

THURSDAY, MARCH 18, 1976

The committee met at 3:23 p.m.

SUPPLEMENTARY ESTIMATES, OFFICE OF THE ASSEMBLY

Mr. Chairman: I call the committee to order for the estimates of the Office of the Assembly programme for a total of \$1,239,000. There are 10 items under this vote. Would it be the committee's desire that we do them all at one point? Is that agreeable to the members of the committee?

Agreed.

Mr. Chairman: Are there any questions?
Mr. Martel.

On vote 201:

Mr. Martel: Yes, I want to raise one as one of the authors of the select committee report on the Legislature.

I was more than a little offended by the decision of the Board of Internal Economy not to compensate the secretaries in the ridings commensurate with the secretaries at Queen's Park. We very deliberately wrote that report so that there would be conditions and salaries equivalent for secretaries out there as for those here; because they in fact do the same work. I'm not sure how a Toronto member can justify paying his girl here one salary and then, down the street half a block, he pays his other secretary \$2,500 less. Certainly, it was the committee's intention at that time to allow that the salaries be commensurate.

That the board, in its wisdom, could ignore a vote of the Legislature is something I can't understand. Because, in fact, the Legislature adopted our report in its entirety. For the Board of Internal Economy to do other than what that report instructed is something I can't understand. I'm sorry, I just can't understand where they took it upon themselves to go against a unanimous vote in the Legislature.

I understand there were difficulties with finding funding, but surely the board did not have the right to do other than what the Legislature had instructed it to do. And that

in fact is what the board has done and I find that offensive. I'm sorry, I don't want to appear too strong about it, but that I find that offensive. Because surely once the Legislature voted that, that is the fashion in which the Board of Internal Economy should have acted. I just don't think the board has the right to do that.

Furthermore, salaries are being negotiated for secretaries at Queen's Park at the present time. When do we have the catch-up then for those secretaries who happen to be working in a riding office some distance removed from here?

Maybe someone can tell me on whose authority the decision was made to go against the Legislature when it voted in that fashion.

Mr. Chairman: Mr. Breithaupt, I guess you are the only member of the board here.

Mr. Breithaupt: Yes, Mr. Chairman, I suppose one might enjoy being in the position of carrying estimates at some time, but I hardly expected it would come in this manner this soon.

The Board of Internal Economy, as members of the committee know, consists of Mr. Speaker; three ministers of the Crown, Mr. Auld, Mr. Snow and Mr. Welch; and three caucus representatives, Mr. Morrow for the Conservatives, Mr. Deans for the New Democrats, and I happen to be the Liberal representative.

In response to the question, all I can do is recall that the decision made was based upon attempting to develop a pattern and a programme of equivalence with the funds provided by the federal government for federal members' constituencies. As a result, the \$3,000 allowance for rent and fittings and miscellaneous expenses, was set, and there was then a discussion about a salary figure.

As I recall, the federal member's salary figure is \$7,200 and we were informed that there were moves afoot to increase that, on consent, to approximately the \$9,000 mark. With the expectation that that would be the case and with the desire to have the funds equally dealt with in this new operation, a

figure of \$9,000 was set, because the federal members were apparently intending to move to that figure.

This is my recollection of it. I think Mr. Lewis might—did you recall?

Mr. R. Lewis: I have nothing to add.

Mr. Martel: I understand what transpired, Mr. Chairman—

Mr. Breithaupt: This is all I can advise you.

Mr. Martel: I understand what transpired because I checked that out, but the question I raise though is under what authority does the Board of Internal Economy even consider it in that light?

The report doesn't say a thing about Ottawa, the report says that the salary paid to the secretaries will be commensurate with the salaries paid to the secretaries in the Legislature. We knew what the secretaries were being paid in Ottawa. We knew the discussion that was going on with respect to Ottawa, and we threw that out for the reasons I have just outlined, that we in fact cannot pay part of our staff here one salary and in another part of the city of Toronto pay those doing exactly the same work \$2,500 less.

We said the salary will be the same. That was taken into the Legislature and that was voted on in a unanimous vote by the Legislature. The point I make is, by what authority does the board in its wisdom feel it can ignore what the members of this Legislature voted? I can't understand the board playing around with what Ottawa's secretaries got. We didn't talk about Ottawa's secretaries. We talked about comparative salaries here and we voted on comparative salaries here. It had nothing to do with Ottawa. Not a thing. [3:30]

Mr. Breithaupt: I recall that the report was received and adopted by the House. If that is considered a—

Mr. Martel: It was voted on.

Mr. Breithaupt: —vote in all detail, then you may well have a point. All I can say to you is that the estimates dealing with the assembly and other areas, whether it be the election expenses commission and certain other things that are under the aegis of the Legislature as such, have come before the board in their preparation for entry into the estimates, just as all the other estimates go before the Management Board of Cabinet.

I can't answer that point other than to allude to what I have already said, which was that with the funding of a new programme and with the desire to get things under way, that was the comparison that was taken. This seemed to be the approach, I think, by consensus of the members. I would not say, for example, that it was a decision that the executive council members made and opposition members disagreed with. I think there was a mutual acceptance that for this new programme that amount seemed reasonable.

Mr. Martel: Sure, but you're missing the point. I don't disagree with what you're saying. I understand how it was adopted. I simply want to know how the committee, made up of three ministers of the Crown and three members of the Legislature, have the right to change things. It wasn't adopted, the report was voted on. It was voted on in the Legislature. We moved its adoption and it was voted on unanimously by the Legislature.

I'm just trying to find out by what authority the board has a right to ignore the vote of the Legislature. I don't think you have that right. I really don't. In fact, I'm absolutely convinced you don't have that right and that includes all members of that committee. I'm not trying to point to anyone, Mr. Chairman. I'm just saying I don't think the board has the right to do that and I think it better be examined pretty carefully and maybe we should get a report back to the members because I, for one, don't believe you have a right to do what you did.

Mr. Breithaupt: I guess it depends really on what commensurate means. The chairman of your committee is Mr. Morrow, who, of course, was one of the three private members who are on the committee. I must say I didn't know of the deliberations that led up to his report as such. All I know is what came before me as a member of the board. That's the way it happened.

Mr. Martel: I would ask then, Mr. Chairman, that this matter be re-examined and that we had better get a report back to the members to find out by what authority the board ruled. I don't want to use the term I find it offensive, because that's pretty strong. But I just don't like what happened, as a member of that committee and as one of those people who voted that it be carried—and it was carried and voted on by the Legislature. I just make that point. Maybe someone else—

Mr. Chairman: I think you make your point very well, Mr. Martel. However, I don't think it is the appropriate thing for this committee to recommend back to the Board of Internal Economy. As each party has a representative I think probably that's where it should go.

Mr. Martel: I'm sorry, Mr. Chairman. I don't want to disagree with you; I'm not trying to be pushy on this but I just don't think it's fair. As a member of the Legislature, I voted on something. I have a right to know why the vote of all the members of that Legislature was ignored.

That's the way I look at it. I could be wrong. I don't know what the rest of the members here think, but I know what I voted on. I know what they voted on. I don't know how they interpret it. When I say commensurate that isn't \$2,500 less.

Mr. Chairman: As chairman, I hope you understand we're here to vote on the amount of money that is in the supplementary estimates. We're really not here to vote on what was allowed.

Mr. Martel: That's what the supplementary estimates are all about, voting funds to pay for those services. Where there was a shortfall, one could put it under a number of places, caucus support service, if one wants or members' support service. The Board of Internal Economy ran out of money and came back for more. How it distributes that money I'm not going to ask.

Mr. Breithaupt: The only thing I suppose I should say is that in the estimates that are before us the matter of the salaries for the secretarial support staff do not appear.

Mr. Martel: What's caucus support staff then?

Mr. Breithaupt: The caucus support staff are the staff here at Queen's Park. They are not the secretaries of the members in the ridings. That was attended to in the estimates that we passed in January.

Mr. Martel: In January?

Mr. Breithaupt: Not in January, but it was in the moneys that were put forward last fall, was it not?

Mr. Martel: No, not at all.

Mr. Breithaupt: Those figures are not in here.

Mr. Martel: That's nonsense. That wasn't even in the budget that was struck last year. That money had to come out. That's all new money. That's a whole new programme adopted on Feb. 1. There was no money anywhere in the Board of Internal Economy's funding for last year. There was no funding for riding offices. That was a new programme as of Feb. 1.

Mr. Breithaupt: But there's no money in these estimates on that.

Mr. Martel: Where does the money come from then that they're paying? Where did the money come from? That was a totally new programme. It wasn't in last year's estimates at all. It wasn't even considered. It wasn't a part of the programme.

Mr. Fleming: They will be in the 1976-1977 estimates.

Mr. Martel: Estimates? What are you paying for in the three-month interval for February, March and April?

Mr. Breithaupt: Perhaps Mr. Miggiani can answer that.

Mr. Miggiani: There is not a penny in the supplementary estimates for this programme. If I run out of funds, I have the authority to borrow from next year and I can pay that, but there is not a penny.

When the programme was approved, the supplementary estimates that are before you were already printed. This programme was introduced in late January and became effective in February, so now the full constituency programme is in the 1976-1977 estimates. If, as a result of the current payments that I'll have to make on the programme I run out of funds, then I have the authority, according to the Act, to borrow from next year's funds.

Mr. Martel: You're going to run out because you don't have any funds.

Mr. Miggiani: Pardon?

Mr. Martel: Unless you have a surplus in your other programme, you're obviously going to run out.

Mr. Miggiani: That is something that the financial section will look after. It was too late to print them in the supplementary estimates but they are in the 1976-1977 year.

Mr. Martel: You can cut it any way you want. In fact, you are drawing funds for a programme that didn't exist before. That part of the programme is the programme I'm speaking to. I'm not sure how one says that

we've made it so finite that we know exactly that we're borrowing every cent for the programme from next year's funding. That's what you're attempting to tell me.

Mr. Miggiani: I'm not attempting, I'm telling you. Next year I'll have to go supplementary, sir. That's all there is to it for these two months. I have no choice.

Mr. Chairman: Do I understand that there are no funds in the supplementary estimates for payments to constituency offices?

Mr. Miggiani: Not one cent. It was too late.

Mr. Martel: That doesn't alter the complaint I've registered, does it though?

Mr. Chairman: I believe it will be on record and I hope that the Board of Internal Economy will take that into consideration.

Are there any further questions under any of these 10 items on vote 201?

Mr. McCague: Now that you've proved that we're off the subject, I just have one short question. What is the starting salary of a member's secretary?

Mr. Breithaupt: It is \$9,000.

Mr. Martel: In the riding?

Mr. McCague: No, but in Queen's Park?

Mr. Miggiani: It is \$11,250.

Mr. McCague: It is \$11,250?

Mr. Miggiani: It's \$11,250, which includes all benefits.

Mr. Martel: Our secretaries don't get that. That's the point I'm trying to make. Our secretaries in the ridings don't have those benefits. The members should be aware of that.

Mr. Givens: Is it expected that the duties of the secretaries in the ridings will be as great as the duties of the secretaries in the offices? I'm asking that question particularly in the view of out-of-towners; I'm an in-towner. It is inconceivable to me that a secretary in my riding office could possibly have as much to do or that her duties could be as onerous as those of the secretary I have in the office here. It's just completely inconceivable. The workload just won't be the same. Would it be different in your office?

Mr. Martel: Yes, because my secretary here doesn't have any people wandering in and out.

Mr. Givens: In other words, what I'm trying to say is that if I need an \$11,000 girl here I certainly don't need an \$11,000 girl in my riding office.

Mr. Martel: I do. Mine has to be bilingual back there.

Mr. Chairman: With respect, I think we've covered this ground well and as I stated earlier, it's not in the estimates. Are there any questions pertaining to items 1 to 10 in vote 201?

Mr. Martel: Just one question to Hansard then. Why is it taking—I understand in Ottawa that Hansard is ready the day after any particular debate.

Mr. R. Lewis: I believe they have their own printing there.

Mr. Breithaupt: Mr. Brannan can give us the answer as the director of Hansard.

Mr. Brannan: I think the best reason I can give for that is that in Ottawa they have two printings. The first printing is a daily report, completely printed the way our final Hansard is; and then after reviews, corrections and amendments they print it again to bind. We avoid that expense by delaying one day.

Mr. R. Lewis: They have their own printing presses there, too.

Mr. Brannan: They do.

Mr. Martel: It's now taking longer than that, though. For example, Stephen Lewis' speech of Monday is still not in our offices and this is Thursday.

Mr. Brannan: I think it's in the building anyway.

Mr. Martel: It's in the building?

Mr. Brannan: Yes. A speech made on Monday would go to the printer on Tuesday night and get back by Wednesday noon.

Mr. Martel: Okay, fine. That's all I wanted to know.

Mr. Chairman: Shall items 1 to 10, vote 201, carry?

Vote 201 agreed to.

Mr. Chairman: That completes the supplementary estimates of the Office of the Assembly.

[3:45]

SUPPLEMENTARY ESTIMATES,
MINISTRY OF TRANSPORTATION
AND COMMUNICATIONS
(concluded)

On vote 2304:

Mr. Chairman: Last Monday afternoon we were discussing the supplementary estimates of the Ministry of Transportation and Communications and we are now ready to continue those discussions. From the list I had of speakers the other night, I'll call on Mr. Martel: I believe he has a short question to ask.

Hon. Mr. Snow: Elie has never had a short question in his life.

Mr. Martel: I want to recall the former deputy minister promising that on every new piece of construction in northern Ontario, the Ministry of Transportation and Communications would, if at all possible, put in passing lanes. And I believed him, you know.

Hon. Mr. Snow: I'm glad he said the former minister.

Mr. Martel: Well, I didn't want to get you in trouble yet. I'm working up to that.

I believed him, and yet there has been a considerable amount of reconstruction and new construction without those passing lanes. I have not been able to find out why. I wanted to go last year and talk to the former minister, when he brought his estimates in. I didn't get an opportunity, because I was on another committee—those were the good old days when you were on three or four committees; I long for them as you can see—so I couldn't ask why that wasn't happening. Maybe there is an explanation. It seems to me that just to save money, we should be putting in passing lanes when construction or reconstruction is going on and not try and bring back the machinery later on.

Let me give you an example: On Highway 69 about 25 miles south of Sudbury you are putting in two passing lanes this year. For the life of me, though I cherish to have them, I can't even understand those two—because there were two there. Then you go for another 50 miles without one. Yet where you've got two passing lanes, you are extending them both; and the rest of the road has none.

Wouldn't it have been a lot wiser to leave those two? They did serve a function. They didn't go to the base of the hill, as you are now doing, but surely it would have been wiser to go to an area which had none at all rather than to spend a lot of money where you had two passing lanes within a mile to

get through some of the worst bottlenecks. There are several other areas with bottlenecks and you would have been wiser to spend your money there.

I guess there are two questions in that: 1. Why, when some of the new construction went on, was not the previous deputy minister's and minister's commitment kept? 2.—

Hon. Mr. Snow: What new construction are you talking about?

Mr. Martel: There's none now.

Hon. Mr. Snow: The one you are talking about on Highway 69 is not a new job.

Mr. Martel: No, it's not new construction.

Hon. Mr. Snow: We have new jobs coming out this year. Our programme is booked, as I explained the other night. It will be published and you will see we have quite a number of passing lane projects—on Highway 17, for instance, both in northwestern Ontario and between Sudbury and the Sault—in areas that won't be four lanes for a number of years.

You are aware of our four-laning programme. We are doing sections at both ends. But unless we get a lot more money for roads, it's going to be a long while before it is four-laned all the way. So there are sections over there—I forget the details now—I know around Blind River and different areas that will have passing lanes and what not put in this year. Even though there's not reconstruction going on, the passing lanes are being put in.

Mr. Martel: That's what you're doing on Highway 69 south, where you had two passing lanes on two hills. You're extending both of those.

Hon. Mr. Snow: Having two engineers is like having two lawyers. You get two opinions.

Mr. Martel: I think it would have been sensible.

Mr. Gilbert: I would say, Mr. Chairman, that actually it's quite the reverse. We have stepped up, as you know, our passing-lane programme.

Hon. Mr. Snow: In fact, about all we're building this year is passing lanes. We've got no money to build highways.

Mr. Gilbert: And we're widening the shoulders, as you know, from Waubaushene north.

Mr. Martel: I came to argue about that too. I can't understand what is going on there

either. I can't understand why, near Burwash, where you had two, you wouldn't have moved down the road another three, four or five miles and put in two more, rather than extending the two that were there, because it would have helped to move traffic easier. Those two at Black Lake are just being extended on passing lanes that are already there—quite lengthy, mind you—but to expedite the moving of traffic, we would have been better off if we had gone down the highway.

Hon. Mr. Snow: I would hope that there is a good answer for this, and I don't have it, but I hope that there is a good answer for spending money extending passing lanes. There must be some reason why.

Mr. Martel: I don't know why, and I would just like to find out why.

Mr. Gilbert: Frank, do you want to comment on that?

Mr. Allen: I would like to, yes. Our experience has been, on some of the earlier truck climbing lanes that were constructed, that they were not carried far enough, so that the truck, in climbing, was unable to gain speed to pull back into traffic at a speed that would be safe to do so. We found it necessary to extend some of the ones built earlier to allow the traffic to pull back in at a safe operating speed. That's the reason for extending the two on Highway 69 that are there. It's a matter of safety. Those were truck climbing lanes that we built, not passing lanes. We make a difference in our criteria between the two.

Mr. Martel: Is it based on grade, or what?

Mr. Allen: The truck climbing lanes are based on the degree of grade or the degree of climb. I believe it is five per cent. Anything over five per cent and over a given length requires a truck climbing lane. The passing lanes are simply a feature of the passing opportunities between points on a highway. If the highway is straight and there are sufficient passing opportunities, then we do not build passing lanes as well.

Mr. Martel: Could you tell me, is it possible to indicate something to the public? I've been on a number of phone-in shows and had a tremendous number of calls asking who has the right of way when you're cutting back in—the fellow who's actually to your left? Let's say you've moved to the outside, as is required by law, and someone is attempting to pass; people have a great fear of who has the right of way as you come back into the main stream.

Hon. Mr. Snow: When you're merging back into the one lane?

Mr. Martel: Right. There's a real concern on that.

Hon. Mr. Snow: Can anybody help? We haven't got traffic people here today I'm afraid.

Mr. Martel: Oh, I'm sorry. Maybe you could look into it, because there is a real concern.

Hon. Mr. Snow: I think a great deal of common sense has to enter into that picture.

Mr. Martel: But who has the right of way is the question, and I'm not sure I can answer it properly.

Mr. Gilbert: You have touched on something—why we held off a number of years as far as passing lanes are concerned, because there was always this in the back of our minds—this kind of problem with it. However, they have worked out very well, but you're quite right that the merging does cause problems.

Mr. Martel: I agree with the minister that it should be a case of common sense when you look in the rear-view mirror, if the guy is too close. Who has the right of way? People would simply like to know who has the right of way. It might be better off if they didn't know, then they would be a little more cautious, but there is a concern about that.

The other one I want to get to is what Mr. Gilbert spoke about, from Waubauskene—I recall when I was a critic for the party on highways a number of years ago having gone through—

Hon. Mr. Snow: I recall that too.

Mr. Martel:—New Brunswick and coming back and asking the ministry, "Well, why don't you put in the passing lanes and why don't you put in the paved shoulders?" I was told, "Heaven forbid! Paved shoulders aren't to drive on at all, paved shoulders are to just take you off the highway when you're in trouble." God forbid! No one can even move on them.

[4:00]

Hon. Mr. Snow: Can you give me a minute and maybe I can cut some of this short, I'm not trying to cut you off, I would just like to explain the paved shoulders situation because we have paved shoulders on the expressways.

Mr. Martel: Right.

Hon. Mr. Snow: On the expressways paved shoulders are for that purpose only, to enable you to get off the roadway if you have a flat tire or run out of gas or whatever it may be. You are not allowed to drive on those paved shoulders because they are high-speed expressways, and if you had people driving on them and all of a sudden somebody wanted to come off there with an emergency, you'd have a great problem. Now the law states that you cannot drive on paved shoulders.

Yesterday or the day before yesterday, whenever it was, I introduced amendments to the Highway Traffic Act that are especially designed to deal with paved shoulders on two-lane highways. It will not change the paved shoulders on the expressways. It will still be illegal to drive on those. On this section of Highway 103-69, on part of that change that we have up there—I think it is something like 30 miles—I would like to have four lanes tomorrow. But we have a programme, starting down at Barrie on Highway 400, where there is that section of two-lane 400. We are starting in 1977 to award a contract a year sort of thing—for four-laning of Highway 400. It is going to take probably 10 to 15 years, depending on how much money we get, to four-lane 400 from Barrie to Waubesaushene. Eventually it will get to Sudbry. But you and I will be a lot greyer than we are by the time it gets there.

Paved shoulders can be done at a fraction of the cost of four-laning. So we've taken this 30-mile section and are going to go ahead with putting paved shoulders in there. Then when we have the paved shoulders, we have to have legislation to use them. We have introduced this amendment in the Highway Traffic Act to designate by regulation. We'll designate that section to start with and it will be the only section in Ontario. That section will be designated as paved shoulders on the two lanes. There will be special signs that will have to go up, for slow-moving vehicles to pull off on to the shoulder. It is mainly for use during the high traffic volumes in the summertime when you have people with camper trailers, little Volkswagens pulling big 40-ft boats behind them and great big house trailers and things like that. The highway will be so signed that they will pull off on to the paved shoulder, drive along the paved shoulder and let the faster-moving traffic by.

Mr. Martel: I am sure you people gave that a lot of thought and I am not going to

try to dismiss it lightly—the thought I'm sure has gone into it. What bothers me about it is, first of all, what standard are we talking about? The question remains that that will not stand up to a heck of a lot of traffic. I don't presume you will be building it to the standard of the pavement that is on the right of way itself.

Mr. Gilbert: We have full granular shoulders there, Mr. Martel, and certainly the base there is as good as it is in the centre of the road.

Mr. Martel: It is? I wasn't aware of that.

Mr. Gilbert: Yes, if we hadn't had a full granular shoulder there, we wouldn't have considered it. Another thing you have to keep in mind too is, as the minister said, we only expect that people will pull over to let other people pass. We don't expect it to be used or tried to be used as a four-lane highway or something like that. As you know, throughout BC and, as you mentioned, New Brunswick where you are following a house trailer or something they will pull over and then pull back on. But certainly the base there is as good as at the centre of the road.

Mr. Martel: Well, you can understand why I am questioning it, because five years ago when I questioned it I was told it was impossible.

Hon. Mr. Snow: You have a new minister, a new deputy minister, a new government and all kinds of changes.

Mr. Martel: I will tell you where the idea first originated, though.

Mr. Shore: You are away ahead of your time.

Mr. Martel: That was it, Marvin. The other thing then is the safety aspect. I am not sure how you are going to control it because you are going to be very close to the edge. Are you considering putting—beyond what's presently there, because you will be very close to the edge, I presume—how much space will be left from the paved shoulder to the place of going over? Or do you intend to put guard rails or something?

Mr. Gilbert: The guard rail which is required is there now. We won't be adding any more guard rails. In other words, we are just paving the shoulder and we will be going out to the rounding of the slope.

Hon. Mr. Snow: It will have a solid line designating the shoulder.

Mr. Martel: How do you intend to sign that in terms of—

Hon. Mr. Snow: We have to get the legislation through the House.

Mr. Makarchuk: Do you feel you will have it ready for the coming tourist season?

Mr. Gilbert: No.

Mr. Martel: I have always taken the position—in fact, I have taken probably a bigger beating by refusing to go for four lanes on 69 south, strictly during election time against your candidates. I have tried to justify the government's position of not four laning because we simply don't have the money to four-lane 1,700 miles when you take into consideration the Trans-Canada and 69 south.

Hon. Mr. Snow: Talking about the Trans-Canada, I made a presentation a few months ago to the federal minister. As you know, back in the early 1950s we entered into a contract—all the provinces did—with the federal government—

Mr. Martel: And we got shafted.

Hon. Mr. Snow: —for the Trans-Canada highway. It has all been completed now; we have a Trans-Canada. That's how highway 69 got built in the first place; it was part of the Trans-Canada as I recall it.

Mr. Martel: But we have taken a beating in comparison to other provinces.

Hon. Mr. Snow: The other provinces didn't have very much you know. They don't have very much Trans-Canada. We have miles and miles and miles of it where they have little bits of it. I have pointed out to the federal minister that as a national link for security, defence purposes or anything else, the Trans-Canada Highway through Ontario has to be a very significant link. Perhaps, 25 years ago when the Trans-Canada was built to the standards that it was then, it served well but perhaps there's as good a reason today, 25 years later, to reactivate that agreement as there was to enter into the agreement in the first place. Or have a similar agreement to what we had then, but for four-laning the Trans-Canada. The minister was very interested and listened very intently to our presentation but he didn't indicate he was going to give us any money.

Mr. Martel: As I say, my concern was—and my colleague from Sudbury (Mr. Germa)

and I kept telling them during the election we simply couldn't afford it. There was a great promise. Someone even suggested we might have four lanes within the next couple of years, all the way to Sudbury, but I just think there are better places to spend the money.

Hon. Mr. Snow: If I said that, you would say I was—

Mr. Martel: No, I have taken that position consistently back north. What I want to see is passing lanes—and I have consistently taken that position—which will allow the free flow of traffic.

That's why I was questioning the way I was because it would seem to me that if the granular base wasn't there, we would be wasting money and we would be further ahead to put in passing lanes even in that 30 miles, which would ease the free flow of traffic. I come down every week and there are times you don't meet 30 or 40 cars all the way to Sudbury—this time of year. That's why, I guess for the last five or six years, I have taken the position of let's get as many passing lanes in as possible, I am not sure we need four lanes. Sure, it is great if you have got a lot of money.

Hon. Mr. Snow: We are working toward it but only in the areas where it is needed, giving them the priority first. I don't think, with the money available that there is the danger of us getting ahead of ourselves and building four-lane highways before they are needed. This is not going to happen.

Mr. Gilbert: I might add, Mr. Martel, when you are talking about that first 30 miles, that too required resurfacing. It appeared to be an excellent place to try out how this worked. As the minister said, it required special signs and the legislation and what have you. But it appeared to be an ideal place to see how it works out.

Hon. Mr. Snow: We are resurfacing that and doing the paved shoulders all as one.

Mr. Martel: So in the long haul, if that ever becomes our lane, everything is basically there except maybe shoulders.

Mr. Gilbert: Yes, you would have to do shoulders.

Hon. Mr. Snow: And divide it.

Mr. Martel: Right. I was just wondering why. I couldn't understand why you would go against it, but I didn't realize the granular base was there that makes it sound. Other-

wise it is a waste of money if you have to come back and redo it, even if it's 15 years around now.

One final question on new construction; Highway 69 north, from Sudbury to that great town of Capreol, does that start this year?

Hon. Mr. Snow: There is nothing in these estimates.

Mr. Martel: No, I realize that.

Hon. Mr. Snow: It's all been spent, Elie.

Mr. Martel: Jim, I realize that. I was just wondering if anyone here could tell me if that, as promised, was going ahead for this year—

Hon. Mr. Snow: Our programme, as I say, is at the printers. We'll be tabling it in the Legislature.

Mr. Martel: You are not even going to give me a sneak preview of it, are you?

Hon. Mr. Snow: We'll have lots of time to discuss that when we come back for those estimates.

Mr. Martel: Hopefully we're coming back. I'm not sure.

Mr. Chairman: Mr. Makarchuk, did you have anything?

Mr. Makarchuk: Yes, I have about three or four items. The first, of course, is the oft-started and oft-cancelled and repeated extension of Highway 403 from Brantford. I gather that at this time the last report is that you will be proceeding with that highway. The tender call has gone out?

Hon. Mr. Snow: One job is out to tender now, yes.

Mr. Makarchuk: When is construction supposed to start on that?

Hon. Mr. Snow: They normally start the day after we award the contract.

Mr. Makarchuk: When does it close?

Mr. Harvey: It should close around the end of March. It closes the end of March so it will be three weeks, four weeks.

Hon. Mr. Snow: We awarded a contract the other day on Highway 404. I drove up there last week. The contractors had their signs up and are putting up their works yard. They'll be ready to go when the weather is good.

Mr. Makarchuk: I just wanted to clarify that, because that one always gets started around election times and it was—

Hon. Mr. Snow: That is Nixon's riding.

Mr. Makarchuk: Yes, but it does get started around Brantford.

Hon. Mr. Snow: He thought it was very appropriate, because I let him announce it.

Mr. Makarchuk: It was an election issue in 1971; and in fact it was started in 1975. As a matter of fact, the contracts were going to be let in the fall. Of course we checked it out and we found there weren't even any tender calls made for the contract.

Mr. Martel: You should have seen the Timmins highway.

Hon. Mr. Snow: We had to delay contracts last fall. The other night I was explaining the problems we run into; that's the main reason for supplementary estimates. The fact is it was such a good construction year the contracts that were underway got ahead faster and we spent more money. I took over as minister on Oct. 7, and from then on through until Christmas, we hardly called one contract. We wouldn't dare call them because the weather was so good in the fall they would have started then.

Mr. Makarchuk: I can understand the situation there and I don't question it.

Hon. Mr. Snow: There are other problems that delay us. I believe there is a grade separation involved and we had to wait for federal approval.

Mr. Makarchuk: It's just the way it is used for political purposes which I don't find a good way to operate.

Hon. Mr. Snow: We wouldn't think of doing that.

Mr. Makarchuk: No, I realize that, but just—

Mr. Gilbert: It was in the book last year, as you recall.

Mr. Makarchuk: It is just that every time there is an election year—I didn't get the book.

Hon. Mr. Snow: He wasn't here last year—you were interrupted.

Mr. Makarchuk: Yes I had a rude interruption for four years.

However, the people were led to believe that that highway construction was going to

start in October this year, when in effect not even a tender call has gone out. That's the kind of thing that—

Mr. Gilbert: As the minister said, there were railway crossing problems there and property problems. We had an awful time even getting that in a position to call it when we did.

Mr. Makarchuk: I don't question that the problems were there, just the fact that the truth about the matter was not there, that's all I'm concerned about.

[4:15]

Okay, the other point is I sent a letter to the minister regarding noise barriers—and this is also on Highway 403 in the northern part of Brantford. I've seen some reports on the experiments you've carried out in Scarborough. Are you saying at this time that there are alternate ways to try and dampen some of this noise from impinging on the local neighbourhood or have you considered other areas for experimental purposes?

Hon. Mr. Snow: In my personal thinking, there is no way of alleviating the noise problem from superhighways other than proper land-use planning—keeping residential development away from these superhighways. This is not always possible. But if one looks at the problem areas from my knowledge anyway, I would say, 95 per cent of the houses have been built after those highways were established.

We can object all we like, but this ministry doesn't control land-use planning. The municipalities, as you know, have a great deal of autonomy as to the planning in their municipalities. I would personally object to any plan of subdivision in any municipality close to our major highways.

Now, I disagree with some of my colleagues. I think the Ministry of the Environment has come along and said the appropriate distance to stay back is 3,000 ft or 3,600 ft, or some such figure—that's the ultimate. I think that's a lot of land each side of a highway; over a mile-wide strip. I think once you get 1,000 ft away from a highway, the noise and disturbance, dust, or whatever it may be, is minimal.

But in all the studies we've done, to answer your question, we have found that with this steel fence—we've been experimenting with all different kinds of things, as you've seen along the 401—the best one seems to be this latest experiment in Scarborough with the steel fence. It's eight feet high, I think. And they

are considering one 12 ft high, with a heavier gauge of metal. But the difference in sound is five decibels, I believe. It is an improvement. There's a definite improvement factor for those houses that are very close; less dirt.

One of the problems from these highways is people who get into difficulty—run out of gas or something. They come at 2 o'clock in the morning, bang on your back door to get you up to use the telephone.

I have one lady in Oakville who calls me every time one of these people comes to her door. She happens to have a house right at the end of the chain-link fence, so no matter where they have trouble they've got to walk to the end of the chain-link fence, and that dumps them right out at her house. They come in to use her telephone, and she calls me to tell me about it.

There is a perceived improvement with the steel fence. It does keep the pedestrian from coming off the highway. It stops some of the salt spray. It does produce noise level improvement, privacy improvement, and so on. But, again, it's very expensive.

Mr. Makarchuk: What is the approximate cost of the project on a mile basis right now—any idea?

Hon. Mr. Snow: We certainly have it. I should know it offhand, because I've been through this study and the presentation. We have a cost of so much a mile.

Mr. Makarchuk: I see. Are you considering extending it right now, or are you going to experiment further before you extend it to other communities?

Hon. Mr. Snow: The main step right now is reporting on it. We've had the experiment. We have watched it; monitored the noise levels. We've gone back and taken public opinion surveys during the summertime and during the wintertime, talked to the residents in the area, trying to find out from them what their perceived level of improvement is in these different areas—noise, dust, privacy and so on. And we have now been going through the process of having some meetings with different groups where this problem exists, explaining to them our findings.

Mr. Makarchuk: Would your officials then be prepared to meet some time with a group in Brantford regarding the 403, if a meeting can be arranged?

Hon. Mr. Snow: I am sure we would. We have this report, and we have held several

meetings. There was one out in Scarborough just recently and we had one in Etobicoke just the other night.

Mr. Gilbert: We are having one in Ottawa.

Hon. Mr. Snow: We are having one in Ottawa where it affects the Queensway.

Mr. Makarchuk: In that case, Mr. Minister, I will probably in the future try and arrange a meeting between those people and yourself, at a mutually convenient time.

Hon. Mr. Snow: I have to say that we've done a lot of work on it and there is an improvement. But it is hard for me to relate the levels of improvement that you get for the dollar spent in a very limited budget, when you've got to weigh that against the priorities of having safer roads and so on.

Mr. Makarchuk: That is all I have, Mr. Chairman.

Mr. Philip: Just one question for me. The meeting that you had in Etobicoke—that would be concerning what particular area?

Mr. Gilbert: I think that was just one of the meetings you were referring to, Mr. Minister. We have had discussions with groups all along the 401. I think Etobicoke was one of the first areas we started working with, and I think the meeting you are referring to, Mr. Philip, is the one where we were outlining the results of the latest work that we did in the Scarborough area.

Hon. Mr. Snow: This was just last week.

Mr. Philip: No, I was referring to the locations that you were discussing.

Hon. Mr. Snow: It is that area on the south side of 401—in the 427 area, I think, where the—

Mr. Philip: There is another area that I am concerned about, and I was wondering whether that—

Mr. Gilbert: It was mainly to report to those people just what the latest results of our studies had been.

Mr. Philip: Oh, fine. The other question was that in the Henderson report the suggestion was made that a study be undertaken to find ways of encouraging fuller use of county road networks. This was to complement the provincial highway system, and to meet the inter-urban transportation needs of

Ontario, and to ease future requirements for capital investment. It seems a reasonable sort of suggestion, and I am wondering whether you have already started.

Hon. Mr. Snow: Oh yes. I am wondering how that recommendation of Mr. Henderson's committee came about, because we have had a programme of upgrading county roads for years. Airport Rd., for instance, which is one of the main arteries between Toronto and Georgian Bay, is a county road. It's built to highway standard and it has been upgraded, reconstructed jointly with our subsidies and the county.

We are also looking in many other areas—Mr. McCague's riding, for example. He had a delegation down from Orangeville and they were talking about bypasses on Highway 9 around Orangeville. I think we've come up with a possible solution there—an alternative to an expensive bypass that would be cutting through and bisecting farms. We can work out some changes with the county road system to give a bypass to those people coming along Highway 9. By going north on Highway 10-24, instead of down through the town of Orangeville where traffic is bad, they would be able to re-route around to the north of town using two county roads. This would be without any major new construction. So by working with the county and upgrading those two roads—I think it involves taking over one small piece of township road as well—we'll get a bypass that will serve that purpose without constructing new alignment bypasses.

Mr. Philip: I take it that in each of these areas then you are also working with the county Federation of Agriculture to make sure that some of their agricultural—

Hon. Mr. Snow: Any new routes where we get involved with studies, where there is a bypass to be built on a new alignment we are using a present county road alignment and there is no need to get excited with them.

In any area, in northern Ontario on Highway 17 where we are four-laning on a new alignment, the agricultural community are very much involved in recommendations as to where the new alignment should be. So where there is a new alignment being studied, we have these public meetings and drop-in centres. We get all the information from all the people affected—the business people, the residents, the farmers, the conservation authorities, the federation of agri-

culture—and then eventually after having half a dozen different routes considered, we come up with the best one, I hope.

Mr. Philip: I have no further questions.

Vote 2304 agreed to.

Vote 2307 agreed to.

Vote 2308 agreed to.

Mr. Chairman: That completes the supplementary estimates of the Ministry of Transportation and Communications.

Hon. Mr. Snow: Boy, you do a great job, Mr. Chairman, once you get going.

Mr. Chairman: I would like to thank the committee for their excellent support.

The committee adjourned at 4:30 p.m.

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Officials of the Office of the Assembly taking part

Brannan, P., Chief, Hansard Reporting Service
 Fleming, R. J., Director of Administration
 Lewis, R., Clerk of the House
 Miggiani, J. M., Financial Officer

Officials of the Ministry of Transportation and Communications taking part

Allen, F. G., Executive Director, Operations Division
 Gilbert, H. F., Deputy Minister
 Harvey, P. J., Director, Priority Development Branch

Ontario. Legislative Assembly

S-6



Legislature of Ontario Debates

SUPPLY COMMITTEE — 1

ESTIMATES, OFFICE OF THE ASSEMBLY

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

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UNIVERSITY OF TORONTO

Thursday, April 22, 1976

Afternoon Session

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

THURSDAY, APRIL 22, 1976

The committee met at 3:30 p.m. in committee room No. 1.

ESTIMATES, OFFICE OF THE ASSEMBLY

Mr. Chairman: We have a quorum. The House has sent the estimates of the Office of the Assembly to this committee and the member for Perth (Mr. Edighoffer), who is chairman of this committee, is also critic for the Ministry of Revenue and those estimates are in the House at this time. He has asked me to chair this meeting for him until he is available.

So, we will start with vote 201, item 1.

On vote 201:

Mr. Breithaupt: Mr. Chairman, with respect to item 11, there were several members of the caucus of my party who understood that Mr. Wishart was not available today—although I understand some of his staff and people are here.

On the presumption that Mr. Wishart was not available—we didn't realize that others of his staff would be here—it was considered to ask the committee if we might stand down the election commission to another time when Mr. Wishart would be available, so that those questions could then be dealt with. Of course, had I known that the other items would move so quickly, I would have realized just what has happened, and we would have had the opportunity of dealing further with it.

I don't know the wish of the committee, but it could be that since we have suddenly got to item 11, there may be a few questions other persons who have been a few moments detained have to ask—since the matters have gone through so very quickly. I presume we could deal with that should it come up.

However, I do raise the point with respect to item 11. If members are so minded, perhaps we could enquire as to when Mr. Wishart might be available?

Mr. Joynt: Mr. Wishart will be available on Tuesday of next week.

Mr. Deans: If the questions aren't directly related to the expenditures but rather to the

operation, I wonder whether we couldn't simply request Mr. Wishart to appear before the committee to discuss the office of the commission on election expenses.

Mr. Breithaupt: I presume that could be attended to.

Mr. Deans: Perhaps we could schedule that for Wednesday and allow time for everyone to take part in the discussion.

Mr. Breithaupt: When is the next time this committee meets?

Mr. Cassidy: Next Thursday. Tuesday and Thursday.

Mr. Chairman: It meets tonight. Right through.

Mr. Breithaupt: The committee does meet this evening, yes. But I suppose the next time that it could meet would be next Tuesday evening. Perhaps if it were convenient that Mr. Wishart be available, then members could deal with it Tuesday evening in case there are any particular matters dealing with the election contributions commission.

Mr. Chairman: Would you have Mr. Wishart call me?

Mr. R. Lewis: Mr. Joynt will see that he is informed.

Mr. Shore: I would suggest that we stand it down.

Mr. Chairman: Are we in favour of standing item 11 down until further notice.

Item 12, any—

Mr. Cassidy: Mr. Chairman, I would like to ask the committee's indulgence. I was detained and the member for Windsor-Sandwich (Mr. Bounsall), who was asked to substitute on this committee, has been detained. The member for Nickel Belt (Mr. Laughren) and two or three other members of the NDP group wanted to take part in these estimates on the general vote. I have to say that five or six minutes to go through the whole thing is really—you've been very prompt and I appreciate that, but could I move that we return

to the general vote on this? I have a number of general items, and I think other members of our caucus have general items they wanted to raise as well. I would so move.

Mr. Chairman: I understand there is no general vote; we are voting item by item.

Mr. Cassidy: The points I wanted to raise ranged throughout the vote, and in that case it would be acceptable if we got to, say, item 13 and were then allowed discussion under item 13 of all the previous items as well.

Mr. Bullbrook: Ian, don't they talk to you at all?

Mr. Deans: They do indeed.

Mrs. Campbell: You are not aware of all this?

Mr. Cassidy: Of course he was.

Mr. Deans: What was I supposed to do—a tap dance waiting for them to show up?

Mr. Breithaupt: Mr. Chairman, if we wish to formally deal with the other two items, and then return to some general comments that the members may have on particular points—depending on their interest throughout the area—I have no objection to it. It would convenience some of the members, and allow us to spend at least a reasonable amount of time on the spending of \$10 million of public money.

Mr. Deans: I don't think there would be any objection. It is matter of we do it on the last item instead of the first item.

Mr. Breithaupt: That's fine.

Mr. Deans: The only problem with it is—and I want to ask for guidance on it—it would be very difficult if we simply kept going over and over and over again because there were no definitive items to be dealt with. So it would be better if we could either start over, or agree to deal with certain items. Otherwise it would be an omnibus debate, with everybody coming in and going out.

Mr. Chairman: Can we finish these last two items and then spend 15 minutes on what we have already carried in general discussion?

Mr. Deans: I would be reluctant to be tied to 15 minutes. I don't want to sound like I am being a bit sticky, but in all fairness 15 minutes wouldn't satisfy two members, I am sure. So if we are going to open

it up, then I would suggest that we simply lead off and allow for discussion. But if it becomes repetitive, you, as the chairman, rule firmly that it's out of order.

Mr. Chairman: I believe that it would be out of order to open it now after they are carried.

Mr. Swart: Mr. Chairman, we probably could get unanimous consent to go back over them item by item. It is true that at the beginning there were very few people in the room, and quite a lot have come in since then. There probably won't be a great discussion item by item. Rather than just open it to wide-ranging debate, it can be confined to the items that they wish to have reopened.

Mr. Cassidy: Mr. Chairman, it's a bit unfortunate. I have prepared some remarks hoping that there was a general vote. Because the specifics which are itemized here really all relate to the general theme of the status and facilities that are afforded to the members in the Legislature. It's in that context that I would like to speak. I would prefer that we simply got to the last item and then treated that as a general kind of thing. If you, Mr. Chairman, think that it's becoming repetitive, then by all means stop us or whatever.

A lot of the discussion here is not in the same line as questioning a minister. It is more a matter of recording points of view which hopefully will have some influence on the Legislature generally, and also on members of the Board of Internal Economy—and praise be, quite possibly even the press, who are thronging the room here.

Mr. Chairman: Well, how be we carry on with item 12? And when we finish 12 and 13, we will spend 15 minutes on general discussion on the remaining items.

Mr. Cassidy: I don't think, Mr. Chairman, that anybody can put a limit on it. I believe that there is—

Mr. Chairman: We could cut it right off. Maybe we are being generous in allowing 15 minutes.

Mr. Shore: The chairman can put a limit on it, can't he?

Mr. Cassidy: Mr. Chairman, I don't understand why you are doing this.

Mr. Chairman: Just because each item was carried. I can stand to have some direction here.

Mr. Cassidy: I am sorry, but Mr. Boun-sall, Mr. Laughren and myself were all involved in question period. We got waylaid by the press—which is a hazard of being in this particular place—and came down here as promptly as possible.

I stayed in the Legislature because rent review legislation for which I have been responsible was being tabled. And you're acting as though this was a majority situation and we were back before 1975.

[3:45]

Mr. Shore: Mr. Chairman, if we keep this up we'll use all the time up just debating whether we're going to do any debating. I would suggest, if I may, that you carry on the way you're suggesting and allow, according to your discretion, a time for the general discussion afterwards. That's what I would suggest—and you'll find that everybody will be happy. I've got a lot of confidence in you.

Mr. Chairman: Item 12 any questions?

Item 12 agreed to.

Mr. Chairman: Item 13?

Mr. Evans: On item 13, Mr. Chairman, I have a question. Who is responsible for establishing constituency office guidelines and amending them when necessary?

Mr. Deans: The Board of Internal Economy. They establish the guidelines and they amend them wherever it is brought to their attention that amendments are required, or where it appears to them that it's necessary to amend them.

Mr. Evans: They'll meet during the sessions to—

Mr. Deans: We meet weekly.

Mr. Evans: Weekly. Even when there's no session on, you'll be meeting?

Mr. Deans: Not necessarily weekly when the House isn't sitting, but we meet regularly at the call of the Chair, who is the Speaker; yes, even during the time the House isn't sitting.

Mr. Evans: How many constituency offices have been established in Ontario up to date?

Mr. Fleming: There are 23 Progressive Conservative caucus members, 31 from the NDP and 15 from the Liberals—making a total of 69. Then there are some members who have not opted for constituency offices, but have opted for telephone answering service, for instance, out of their own existing

office or their home—and that consists of 15 Progressive Conservatives, six from the NDP and 17 Liberals. There are 13 Progressive Conservatives who have not exercised their option at all in the offices; one from the NDP has not and four from the Liberals have not.

Mr. Evans: I guess, Mr. Chairman, I've got one more question. Members' pensions will come under item 13, is that right?

Mr. Deans: Well, since we're having an omnibus discussion, yes.

Mr. Evans: A lot of members are concerned about their pensions. Is anything being done by the Board of Internal Economy to introduce a cost of living clause in the legislative assembly retirement allowance, similar to what has been provided for civil servants?

Mr. Breithaupt: It so happens, Mr. Evans, at a meeting of the board this morning this matter was discussed and officials from the pension group within the Ministry of Government Services gave us some general information. I would expect that that information will be passed on to each of the caucus members, both with respect to the cost of including a cost of living clause, which would mean an additional one per cent payment to the contribution that is now seven per cent of one's income and; also there is a certain proposal dealing with a possible insurance and health plan which would cause the benefits of that programme to be somewhat changed and broadened from what they now are. The small group in the assembly would be possibly added into the larger management group within the civil service. So we now have some information on those two things and the caucus members will be able to obtain it from their respective House leaders.

Mr. Evans: It hasn't got to the point where it would be recommended to the cabinet for approval?

Mr. Breithaupt: No, it would not be at that point since, of course, funds would have to be developed and then put into the estimates of the assembly to pay for the additional amount for retired members which likely would be entirely paid by public funds, of course. And also funds would be needed for a further contribution for present members. These two things obviously would have to be accepted as matters of government policy following a recommendation of the board that they be so accepted.

Mr. Bullbrook: What about this question of when it's payable, though? You're discussing that too, I trust?

Mr. Breithaupt: This is with respect to the difference between the—

Mr. Bullbrook: Federal and provincial.

Mr. Breithaupt: Yes, federal and provincial schemes.

Mr. Bullbrook: You see, that's the biggest inequity of all, frankly; the quantum is bad enough, it's tragic. Take a fellow like Remo here. My colleague Mr. Mancini is 24 years of age. He could sit here for 15 years serving the public. He would then be 39 and he would have to wait 21 more years to get his pension. Is that right?

Mr. Deans: No, the pension is on years of service.

Mr. Bullbrook: Oh yes, well help me.

Mr. Deans: Years of service plus age equals 60.

Mr. Bullbrook: He is 24. He sits for 15 years.

Mr. Deans: He would be 54.

Mr. Bullbrook: He would still, after 15 years of public service, have to wait six years.

Mr. Deans: He would have to serve 22 years to qualify for full pension in any event. I think Jim would have more to say about it but right now we were not reviewing the pension in total. What I suggested to my caucus—and maybe it might be worth others considering—I asked our caucus to set up a committee to take a look at the pension and to make a recommendation. Then we could go to the Board of Internal Economy and ask them to take a serious look at what the members of the Legislature really felt about the pension arrangements.

I agree with you, Remo is in a much worse position than I am. I feel a bit grieved by the length of time I've got to be here too. It's one of these problems. How many people last 22 years in the Legislature? How many people are sane enough to be able to spend the pension when they get it after 22 years in the Legislature?

Mr. Breithaupt: As I pointed out this morning, there are only 25 members who have been here longer than my colleague from Sarnia or the member for Wentworth who have been here since before 1967. There is

an exceptional turnover. If a person is prepared to serve for four or eight years until he or she wishes to serve no longer, or the constituents so decide, it does take a disproportionate chunk out of the greater earning years so this must be considered. I'll also be asking my caucus to consider this whole matter in the light of the circumstances of service in a Legislature in this day and age to make a more realistic programme.

Mr. Deans: I want to stress something about that. I wouldn't like to see happen to us what happened to those poor souls on the Camp commission who, in conjunction with their responsibility, made certain recommendations in the period prior to Christmas with regard to members' indemnities and were attacked for it. If there is some clear division in the caucuses with regard to it then I think there is some obligation on whoever represents the caucus to make that known in advance. The whole matter of indemnities, of members' services, of anything relating to what you get in order to do your job well is, of course, good fodder for political football.

Mrs. Campbell: Mr. Chairman, on a point of privilege if I may. The members who did come up were well aware of the positions taken by the other parties. There was no question that was hidden from them. I resent any suggestion that they didn't know full well, when they spoke, exactly what the positions were.

Mr. Gregory: Only one or two members of that committee made the position you suggested. It wasn't by any means the majority of that committee.

Mr. Deans: No, I'm not suggesting that.

Mr. Chairman: Mr. Shore had a question on constituency offices.

Mr. Shore: Yes, now that we are on to pensions for a minute. Could you tell me where in this whole area, the pension area is?

Mr. Deans: The very last statutory vote.

Mr. Shore: Oh, that's the \$245,000.

Mr. Deans: Yes.

Mr. Shore: I see. Is the budget for constituency offices arrived at by taking the number of members times the maximum amount of allowance of \$12,000?

Mr. Fleming: It is \$9,000 and \$3,600, times 125.

Mr. Shore: So the budget is arrived at on the assumption that all members will be opening a constituency office for 12 months.

Mr. Fleming: That was the presumption. Then the Board of Internal Economy introduced a provision that there would be an amount of \$300 instituted for stationery and supplies in constituency offices.

Mr. Shore: I see.

Mr. Chairman: Mr. Mancini?

Mr. Mancini: Yes. Would you know how many members? I see you had quite a list. Would you know how many members have already spent their whole allowance, the ones who took out leases for offices and equipment? How many have already overspent their budget?

Mr. Fleming: None has overspent.

Mr. Mancini: None has overspent the budget. They can't, because the only bills they can submit to you are for amounts like \$3,600. But I'm sure there are other members beside myself who have spent much more than that.

Mr. Shore: That's your problem, isn't it?

Mr. Fleming: There may be a few members. I think there might be one who has spent \$300 a month, or contracted for \$300 a month for his lease, but in that case he wouldn't be permitted any other moneys except his \$300 for supplies.

Mr. Gregory: In regard to the guidelines that were set down—I won't suggest arbitrarily—but in regard to any amount of political activity that takes place from the riding offices, I am wondering first of all, who set the guidelines? I am wondering if they had any idea of how they're going to police this practically.

Mr. Breithaupt: I can speak to that, Mr. Chairman. There were discussions at the time of the setting up of these constituency offices as to what the general rules of conduct and the expectations should be. To a great degree, we based the general guidelines on the same ones that pertain for the federal members of Parliament and their constituency offices. Using that framework of approach and of cost, we attempted then to set up a situation whereby there would be a minimum political use of the office; rather one that involved the entire responsibility to represent the constituency.

I'm sure you will recall that there were a couple of occasions mentioned in the press of what were certainly apparently borderline, if nothing more, uses or publication that might lead to some consideration of partisan advantage within an office. The Speaker, at that point, reviewed the two cases that were brought to his attention and made some comments. Then in order to ensure that political advantage was not taken of the office as such, the minute was completed with the approval of the board which the Speaker then sent around. It reminded members that the offices should not be used for partisan political purposes as a party office or as a campaign office but rather should be reserved as a constituency office and as such would remain open and functioning during an election campaign, because the work of the person running for re-election, to attend to constituency matters, continues as obviously that person's salary continues until election night.

So the office would remain open and functioning during an election campaign but not for election purposes. It would remain open for the service of the constituency, which is difficult perhaps to separate.

Mr. Gregory: I'm not questioning the desirability of this. I'm speaking of the practical way that it's going to be policed. For example, one of the suggestions that was made in correspondence which I've had was that there were to be no meetings of any political executive or what have you. By the very nature of every member of this House, the people who are going to volunteer to work in any constituency office would necessarily be people who would support that man rather than that party, I would think, or the government itself. How in the world do you have people who are going to support a person in an election race working in that office and not be somewhat partisan?

Mr. Breithaupt: Of course, they won't be working in that office during an election race. That office will not be available and should certainly not be used, whether it's hung with banners or used as a place for storing political literature, during a campaign or otherwise. The office must not be used, in the view of the board, for any of those purposes.

Mr. Gregory: Are you speaking in terms of only during an election?

Mr. Breithaupt: No.

Mr. Gregory: Am I to assume that other than during an election time that anything can happen?

Mr. Breithaupt: No, but you mentioned the point of during a campaign.

[4:00]

Mr. Gregory: No, I really didn't. What I meant was that right at the present time I would assume any volunteers I would get in an office of mine would be people who support me anyway.

Mr. Breithaupt: If they were volunteers and they were doing constituency work as such, then I presume their services sitting at a corner desk would be welcome.

Mr. Gregory: As long as they don't identify themselves as Conservatives.

Mr. Breithaupt: If, in fact, they are doing the kind of work that is clearly partisan—whether it's folding campaign brochures of whatever it might be—then certainly that is not wanted by the board, and I imagine the only way of policing this whole situation will be the embarrassment of the member when it is revealed in the press that certain things have gone on in that person's constituency office. So it will be a matter of taste, I suppose; that is the ultimate guideline.

But at least it is the intention certainly of the board that members clearly understand that that should not be done, although we recognize that it's almost impossible to differentiate the response of the person answering the phone when there's a call on a constituency matter and the next call may be from a partisan supporter asking certain information connected with one's own political party.

Mr. Gregory: I had a second question. Are we working on sort of an omnibus basis here?

Mr. Chairman: This was the vote on item 13.

Mr. Gregory: Are you accepting questions on everything? I think we did a moment ago.

Mr. Breithaupt: We could do, once we carry item 13.

Mr. Chairman: We were going to carry item 13 first. Mr. Swart was next.

Mr. Deans: I'd like to ask Mr. Gregory a question, because I'm not absolutely clear. Are you suggesting that the guidelines are wrong, or are you suggesting that they ought

to be changed? I'm not clear why you're asking. I guess I'm curious, because if there's something wrong with them then we should take another look at them. What's the problem with them?

Mr. Gregory: No problem, Mr. Deans. My problem, I suppose, was recognizing this would be the desirable thing, to have this happen. I also recognize you must be practical in anything you lay down. I'm just asking how is it going to happen? Who is going to police this? Who is going to prevent somebody from sending out leaflets from a certain office? How is it going to happen?

Mr. Deans: I think in politics the policing operation is usually done by your opponent. That's just a practical fact of life.

Mr. Chairman: Mr. Swart?

Mr. Swart: Mr. Chairman, just two short further points on the matter of the guidelines for the constituency office. I just want to strongly uphold the board's decision that political activity, in the sense of party activity, shouldn't take place in those offices. I feel this very strongly. Our whole political system can deteriorate pretty severely if it becomes the accepted thing to do, to operate them as a party office. I don't think it's going to do us as individuals any good; certainly if it becomes public knowledge it's not. But I am really concerned about what it's going to do to the whole political system of democracy if you start using the public money in that sense for party purposes. I just think it is wrong to hold an executive meeting in a constituency office. I think we all know very well that that is a party function.

Mr. Breithaupt: I think that this has been the approach that most of us have taken, yes. I know I said to my executive when my office was opened, "Look around, because this is the last time that you're going to be here. You've been welcome to attend the event, as the public were generally, but that was it." They felt a little disappointed, because here they had a place that they could attend and it was convenient and it was central enough for them, but I said no. I think that's the view that the board has generally taken.

Mr. Swart: I agree with it. There may be some differences of opinion on this around the various members, but I just want to put myself clearly on record there.

The second point I wanted to raise was relative to the remuneration paid to our

constituency assistants. It has been stated here that many of the members haven't availed themselves of the opportunity of opening a constituency office and we do have a budget for the full number. I am wondering—I know there is not the intent—whether the board might give consideration to increasing the amount of money or recommending increases in the amounts of money available for those constituency assistants.

The amount of money allowed is, quite frankly, just enough to pay a typist. It just about amounts to that; a secretary at the very most. With constituency work, you really need almost a social worker; certainly somebody who is very bright and very knowledgeable and you just can't get a person for that kind of money in most places in the province. If the total allotment is not going to be used—I know this creates commitments for future years if all of the members do establish offices and have assistance—I think if we are going to make this work and provide the service to the public which we want to provide we really have to have capable people in those constituency offices.

You are not going to get those for \$9,000 a year, when that has to include fringe benefits, or most of the fringe benefits, and holidays—all these sorts of things. I am just wondering if the board would give consideration, certainly for this year, to increasing the amount to be paid to each one without having to increase the budget in any way.

Mr. Gregory: On a point of order there, Mr. Chairman, I wouldn't want Mr. Swart to get any misconceptions as to why certain offices aren't open or for the board to take the money from those offices to be used for Mr. Swart or anybody else. Some of us are working on it but haven't got them open yet. So don't spend the money, Mr. Swart.

Mr. Swart: Yes, but I am just making the point that for this year—

Mr. Gregory: I intend to spend my own.

Mr. Evans: There are some who are not going to open them, though.

An hon. member: First of all, because it is available.

Mr. Shore: On a point of information, Mr. Chairman. I assume that if you open your office in the last month you are not allowed \$12,600. It's a proportion of the allocation, isn't it?

Mr. Fleming: The maximum you can get is \$300 a month.

Mr. Shore: You can't get the \$9,000 in the last three months, can you? From the salary—

Mr. Fleming: If it was retroactive you could, but otherwise you couldn't.

Mr. Bullbrook: I didn't realize that. You allocated \$300 a month. What about our opening telephone charges? I think I sent you a bill for \$95.

Mr. Fleming: That's included.

Mr. Bullbrook: That is included in the \$300?

Mr. Fleming: No, excuse me. You are permitted the cost of installing a telephone in your office.

Mr. Bullbrook: I see; in addition.

Mr. Fleming: You are also permitted the cost of an answering service. We pay the long distance charges.

An hon. member: You pay the long distance charges?

Mr. Shore: Let me make sure I understand this. I can understand the \$3,600; it is based on \$300 a month.

Mr. Fleming: Correct.

Mr. Shore: But what about the \$9,000?

Mr. Fleming: The \$9,000 was selected by the board after examining what secretaries are being paid at Queen's Park and what secretaries are being paid in federal constituency offices. It was unanimously agreed by the board that \$9,000 seemed an appropriate amount.

Mr. Shore: I am not questioning that for a moment. I am questioning, sir, if you open up an office in June how much money do you get?

An hon. member: Out of the \$9,000.

Mr. Bullbrook: Make it July 1.

Mr. Shore: July 1, sorry. You don't get \$9,000?

Mr. Fleming: No, you don't. You would have to have a proportionate amount.

Mr. Swart: You only get—

Mr. Fleming: There are various arrangements. Some members have two secretaries and they split it between them—\$4,500 each. Frankly, we haven't run into this problem yet but we certainly would not—

Mr. Shore: Say, theoretically, that I only want to have an office open eight months a year; I'll just throw that out. Would I be allowed to pay somebody \$1,100 and some dollars a month for eight months a year? Let's put that question to you.

Mr. Deans: Technically yes.

Mr. Fleming: I would say no.

Mr. Shore: I am hearing yes and no.

Mr. Deans: Let me try—

Mr. Shore: That's the type of question I am asking.

Mr. Deans: We will try to answer it for you, okay? It says the total annual amount of \$9,000 may be utilized for constituency office staff salaries. That means that you can spend \$9,000 for staff salaries. You can pay it out in 12 monthly installments—

Mr. Shore: Or I can pay it out in one month, right?

Mr. Deans:—whatever way you want, over whatever period of time you want, but you won't get more than \$9,000.

Mr. Chairman: Did you get your question in, Mr. Shore?

Mr. Shore: I got my question in and answered but not relating to the other question. I just wanted a point of information.

The question I would like to ask is: If I multiply 125 times \$12,600 I am shy \$119,000; can somebody explain why that would be?

Mr. Deans: What do you mean you're "shy"?

Mr. Shore: I asked the question before: The \$1,693,800; is that arrived at by multiplying the number of members times \$12,600? There is around \$12,000 difference.

Mr. Miggiani: I'll explain that. The total budget of \$1,693,800 comprises the following: \$1,125,000 is to cover salaries for the secretaries, which is equal to 125 times \$9,000. There are employee benefits in there for \$38,800, which we pay, and this covers only UIC and CPP. There is \$42,500 for long-distance telephone calls; that's based on 125 offices and we made an estimate of \$25 each a month. And then there is \$450,000, which is equal to 125 times 3.6, which is the level allowable.

In addition to that, there is \$37,500 for supplies and equipment like stationery, printing.

Mr. Shore: Which is \$300 per month?

Mr. Miggiani: The \$300 per month is in there. That is the total.

Mr. Shore: Thank you very much.

Mr. Mancini: That can't include your telephone bills.

Mr. Miggiani: We include \$42,500 for long-distance telephone calls. Now, the rental of equipment, that comes out of your \$3,600.

Mr. Mancini: How can that include your telephone calls?

Mr. Miggiani: I said for long-distance telephone calls we've got \$42,500. Your rental of the equipment and your answering service comes out of your \$3,600.

Mr. Chairman: Mr. Newman?

Mr. Deans: I am sorry. I'll ask again, let's get it cleared up.

Mr. Breithaupt: Perhaps we could try that question from Mr. Mancini again.

Mr. Mancini: I don't understand how that includes your telephone calls because you have the direct lines from Queen's Park to your constituency and from your constituency back—

Mr. Deans: It doesn't include any of the calls made on the direct lines; it doesn't include any of the calls made on your credit card; it simply covers any long-distance calls made from your constituency office to wherever it is that they're made to and any that you take in return that you accept the charges for.

Mr. Breithaupt: It's an educated guess.

Mr. Deans: What they figure is that it will cost about \$25 a month—given that you have a credit card, given that you have direct lines to Queen's Park, you wouldn't be required to make a great number of calls long distance from your phone. So your secretary, hopefully, or whoever it is, would make your calls either on the credit card or direct line where possible.

Mr. Chairman: Mr. Newman.

Mr. B. Newman: I wanted to ask a series of questions to clarify something for myself. Office rental is generally on a lease basis. Must it be on a lease basis? Could it not be on a monthly basis?

Mr. Fleming: It is on a lease basis based on a year, payable monthly.

Mr. B. Newman: I have an office that I can't get on a lease at all, but I can get it on a month-to-month basis.

Mr. Fleming: Just as long as we have an agreement.

Mr. B. Newman: Yes. I don't have a formal agreement; it is just a verbal agreement. I'm obligated to them for a certain amount of money on a monthly basis staying within my allocation of \$300.

Mr. Fleming: Right.

Mr. B. Newman: Then the \$300 a month doesn't necessarily hold true. We are only allocated \$300 a month for the operation of the office. If we wish to expend more than that, everything over \$300 is out of our own pockets.

Mr. Fleming: Right.

[4:15]

Mr. B. Newman: Now the cost of the original installation of the telephone is a charge against the office, or is it a charge against the Office of the Assembly and not the individual member?

Mr. Fleming: It's a charge against the \$3,600.

Mr. B. Newman: It's a part of the \$3,600; okay. Now we are allowed, likewise, \$300 a year for stamps and miscellaneous materials?

Mr. Fleming: You're allowed—and I might say that we are having to send out a circular about the amendments to the guidelines—it's \$100 for constituency postage per year and \$300 for stationery and supplies.

Mr. B. Newman: So it's a total actually of \$400 when you are talking that.

Mr. Breithaupt: These are for things which you might purchase locally rather than obtain here. But it's not meant to be a figure that—perhaps I should put it the other way around. It's an educated guess as to giving a certain reasonable amount to cover the basic postage for the few letters by comparison to the much larger volume of letters that one would send from here, together with local purchase of some supplies on that same sort of basis.

Mr. B. Newman: Now we could spend up to \$100 a year for postage out of our offices, am I correct there?

Mr. Fleming: Yes.

Mr. B. Newman: And we'll have to send in a slip showing that the funds were spent for postage from the post office.

Mr. Fleming: Right.

Mr. B. Newman: How many mailings are we allowed as members—two mailings a year?

Mr. Fleming: Two constituency mailings a year from Queen's Park.

Mr. B. Newman: Is that a calendar year, or is that a fiscal year?

Mr. Fleming: It is a fiscal year.

Mr. B. Newman: It is a fiscal year, so that actually the new year started on April 1. So from now on we are allowed to do that.

Can we use that constituency office to bundle that mailing, rather than have it done here? Supposing we had it printed in our own cities—I have it printed in Windsor and have my constituency office staff bundle it out of Windsor?

Mr. Fleming: No problem.

Mr. B. Newman: How do we get it franked, then?

Mr. Deans: There's a problem with that. It is possible, or has been up to now, to make arrangements here at Queen's Park to have the little yellow slips that go on the bundles franked, taken back to where you live, to your constituency, and to deliver the bundles to the post office in your constituency. I've done it, so I know it's possible to do it. But you have to do it that way. You have to come here and make up all your bundles.

Mr. B. Newman: Okay, but we can do it out of our own offices because sometimes it is a little chore getting things out as quickly as you would like to here, whereas you can do it a lot faster back home.

Mr. Deans: We don't have control over the post office, as you know. The post office, although it is in the building, doesn't belong to us and so you have to make those arrangements for yourself with the post office.

Mr. B. Newman: No, but we are permitted to do that; that's the thing that I'm asking.

Mr. Deans: You can mail your constituency mailing from wherever you like.

Mr. Fleming: As long as it's a third class mailing.

Mr. B. Newman: Yes, right; so all we would do is have our householder slip franked or stamped here in the building, bundle the

material at home and deliver to the local post offices, instead of here.

Mr. Fleming: Yes, sure.

Mr. B. Newman: All right, that's good. We're allocated \$300 to run our whole office. Supposing we purchase our own office equipment—how do we charge that back to these offices?

Mr. Fleming: This is in the guidelines. There is a depreciation process whereby you can go out and purchase furniture or a typewriter and it will be depreciated at the amount of 20 per cent per year over a five-year period.

Mr. Breithaupt: This will be the same as has been done with furniture if a person purchased it for their accommodation here in Toronto.

Mr. B. Newman: How does one actually charge that up? For example, I'm buying my own furniture rather than renting the furniture.

Mr. Deans: You send the bill in.

Mr. Fleming: What you do is you simply contact Mrs. Margaret Bailey in our administrative office and provide her with the proper vouchers or sales slips.

Mr. B. Newman: We present the vouchers and then we—

Mr. Fleming: Yes, and she will handle the return to you of the 20 per cent depreciation.

Mr. B. Newman: There's no problem there.

Mr. Fleming: This is all going very well.

Mr. B. Newman: Now, in putting our name on our offices, are we allowed to put on our party label or not, or is it simply, "Windsor-Walkerville Constituency Office, Bernard Newman, MPP."

Mr. Fleming: Right; that's all.

Mr. B. Newman: That's all.

Mr. Fleming: That's it.

Mr. B. Newman: That's all I wanted to know; thank you very much.

Mr. Cassidy: I presume we're still dealing with constituency offices and that we'll come back to general matters later. I have to confess to a certain concern about the guidelines that have been laid down. It's partly because of the fact that, like a number of other New

Democrats, my riding association is contributing party funds in order to bring the salary of the constituency worker in the office up to a reasonable level. They decided, I think rightly, that since the job is comparable with the job of the secretary who works for me in the Legislature, the pay should be the same as well. At it happens, Ottawa is a high-wage area, where the salaries are influenced to a great deal by the fairly generous salaries paid by the federal government.

Mr. Shore: Not in constituency offices, though.

Mr. Cassidy: My office is a mile away from Parliament Hill, and the secretaries who work in Parliament Hill, many of whom do far less than my constituency secretary, are paid up to \$13,000 or \$14,000 a year. The girl working for me could easily take one of those jobs if she didn't want to work for me.

Mr. Mancini: That's apples and oranges.

Mr. Cassidy: Maybe it's apples and oranges. At any rate, the situation is that when this funding came in, I had had a constituency office for four years, paid for by my riding association and by myself, which had been very active. We have now been engaged in the effort of trying to disengage the partisan activities which went on there from the riding office activities which have always been the major function of that particular office. But I can say it's awfully difficult.

I am a political person, as are all of the elected people in this room. Just by walking down a street and shaking the hand of a grocer whom I've known for 10 years, I am doing it on a friendly basis, but I'm also doing a political kind of thing when I say, "Hello, Joe," and Joe says, "Gee, it's nice that the member came back and said hi to one of his old friends." There's a political advantage to that.

If the president of my riding association drops in for half an hour on a day when I'm holding a clinic in my riding office, is that or is that not a partisan activity if we happen to discuss something which is political? It seems to me it is, and it seems to me impossible to get to that by the guidelines. If two or three people from the executive happen to be in the same car with him and come in, and if we get to talking about, say, the by-election in Ottawa-Carleton or something like that, is that allowed or should we go around the corner and have a cup of coffee to discuss those things?

Mr. Breithaupt: The point is, I think, that the guidelines have been set up with an attempt to minimize political activity and to show that the member is the member for the constituency whose work goes on in spite of his or her party label or in spite of the fact that there also happens to be an election campaign on.

Mr. Cassidy: I appreciate that.

Mr. Breithaupt: Therefore, it's really a matter of good taste. I would presume, if it was apparent that rallies were being held in somebody's constituency office, that this would quickly come to the attention of the members of the House or of the board, because it would appear in the press or it would come from one of the partisan opponents of that member that a certain considered abuse was going on.

Obviously no one can stop one's constituency president or two or three of one's supporters from walking in and chatting for a few moments. Of course not. But it remains a matter of the judgement of the member and the explanation that has to be made if the person is caught out.

Mr. Cassidy: Let me say a bit more about my riding office which, if it isn't typical now, will be typical as the workload builds up in other constituency offices. It takes a year or two to get up to that point.

In general, we have about four to five volunteer man-days per week in that riding office, in addition to the person who is employed. That means people who are partisan are devoting time to constituency work and the riding association is, in addition, raising about \$2,500 a year now in order to contribute to the salary and raise it from the minging \$9,000 which the Board of Internal Economy decreed—against the direction of the House, I might say—to a level comparable with the level paid to the secretaries.

I think you can understand the difficulty that this creates. The riding office is tainted by party funds right now, if you will; and if you want to be pedantic about it, there is a conflict of interest in that a constituency office, which is meant to be as non-partisan as possible, has got to be supported and have 20 per cent or so of its budget come from partisan sources.

Mr. Bullbrook: It doesn't have to.

Mr. Bounsall: In order to keep operating effectively, it does.

Mr. Cassidy: If I want to hire a 17- or 18-year-old kid, I can pay \$5,000 or \$6,000 a year, and if I want a 21-year-old kid—

Mr. Bullbrook: May I ask you, Michael, is the basis of this onslaught of words—and I say that charitably—that you don't agree with the quantum assessed by the board? Is that the basis of it? Just tell them that, that's all.

Mr. Cassidy: That's the main point, okay.

Mr. Shore: That isn't the main point, let me interject.

Mr. Cassidy: Sure. There are two points—

Mr. Shore: If that is the main point, you argue that point at some point in time, but you've got a personal problem that you're going to have to face and no one's going to be able to help you with it. All the speeches in the world aren't going to change your problem, really. You say the—

Mr. Cassidy: Which problem, Marvin? I've got lots.

Mr. Shore: The problem of being tainted with the party concept, because the guidelines that have been set down, rightly or wrongly, and I assume rightly, are to try to avoid the partisan concept. You've got the problem. No one else has the problem.

Mr. Cassidy: Look, I'll put it very bluntly. There was an office for rent last month in the same building on the same floor, and the logical thing for us to have done would have been to rent that office and make that the constituency headquarters for the riding association. It's clearly different, it's got a different door, they lead on to the same common hall which is used by people upstairs in the building, so it's not as though it's part of the same suite of offices, although it's close, and the rent was about \$100 a month. But because we're putting \$200 a month into providing an adequate salary for the constituency worker, and because the riding frankly is tired from having to raise \$10,000 a year or more for the last four years, there just wasn't that money available. So, therefore, a reasonable step that we could have taken if the quantum had been sufficient, couldn't be taken, and now we run into this problem again of the guidelines.

I want to read in fact, if I can find it, the report that was adopted by the Legislature in relation to the riding offices. I can't find this thing here. The Camp commission said that the pay of the constituency person should be commensurate with the amount that was paid to the people who toil for us in our offices down here. Commensurate does not

mean 80 per cent of. Commensurate may mean \$10 a week more or \$10 a week less, and it's a bit difficult to assess it exactly because of differences in fringes and that kind of thing.

Mr. Bounsall: That can be assessed.

Mr. Cassidy: Ted Bounsall, who's an expert in these things, says it can be assessed. I'm a bit sorry that the third party's leader is not here in order to hear this. I just don't think though that the \$9,000 is a reasonable kind of thing. We've got to get to the view, as far as the support staff around here are concerned, that we should not make people work simply for love, and we should not be in the position of having to ask people to make personal sacrifices in order to carry out jobs such as the job of constituency secretary.

If you want an able person to do the demanding job of constituency secretary, then you should pay them commensurately. If you don't, you will get what happens in Ottawa. This is what we found out when we were up in Ottawa. In many cases, those \$7,000 or \$8,000 a year constituency secretaries are simply message boys or message girls. A call comes in from a constituent about problems with the UIC or whatever, and then the person in the office would relay it up to Ottawa, where the members have a secretary, an assistant and often a second secretary, a total of three people, and the case would be handled in Ottawa. Therefore, what they did by underpaying at the constituency office level was lead to the need for extra staff in the office on Parliament Hill.

I want to raise a couple of other points—
[4:30]

Mr. Breithaupt: Well, perhaps before that happens we should respond. Based upon the information that the board had—and Mr. Deans will, I'm sure, correct me if I'm wrong—the figures originally were based on the federal guideline, which I believe was \$7,200, and there was the presumption that, since that figure likely was going to be increased this year, we should go to an amount moderately higher than that and then find out from the experience of the members as to whether that figure was acceptable. The point was made to us, I think quite clearly, from the members of the cabinet, Hon. Mr. Snow, Hon. Mr. Auld and Hon. Mr. Welch, who serve on the board together with the Speaker, that it was the view of the government that funds greater than the equivalent present federal amounts, which are also the \$3,600 figure for office and fittings, would not be acceptable. I think my comment is fair on that, is it not, Mr. Deans?

Mr. Deans: Yes, I think both of us thought that initially we were going to go to the equivalent level in the constituency office that was being paid at Queen's Park. The proposal that came forward—from where I can't recall, whether from the staff or from the members of the government—was for a figure of about \$7,200. That was the first figure we looked at.

Mr. Fleming: Excuse me, I think there was a proposal that it be the same as the government's.

Mr. Deans: Right.

Mr. Fleming: The staff researched it and we came up with a recommendation of \$9,000.

Mr. Deans: We moved from the original \$7,200 to a point of \$9,000. I think that what Mr. Breithaupt is saying is that it was our considered opinion at that point that we weren't going to get any more. That was the maximum we were going to get at that point in time. I kind of wish that the House leader for the government or someone to represent him were here because I don't want to get into a battle with him over this. But at this point in time the \$9,000 was the figure that appeared to be the highest figure on which we could get agreement in the Board of Internal Economy.

Mr. Breithaupt: Although in addition I would say, to reinforce that, this figure was struck with obviously the intention that it be reviewed if the experience generally for the members showed that that was going to be required. So I think we should add that on behalf of the members of the ministry that aren't here.

Mr. Cassidy: I want to say that, among other things, for \$9,000 in the early weeks of February in Ottawa the government was getting an information service that was handling every rent review call that was coming from within the Ottawa area. They have now hired about four or five people to handle those calls in the rent review office. That is the kind of level of sophistication of demands which often comes in on these constituency offices.

I am clearly making a representation. I think that the \$9,000 is inadequate. As more and more constituencies either come to the view, or as you learn that they come to the view, that the pay ought to be higher or that it ought to be equal to what is being paid down here, then in fact it is the Board of Internal Economy which has injected the

taint of partisan money, if you know what I mean, by obliging the local riding associations to contribute to the funding of offices which are meant to serve everybody on a non-partisan basis.

Mr. Breithaupt: There is another factor that has to be considered and that is the \$300 figure for accommodation. For example, in downtown Toronto I am sure Mrs. Campbell would agree that a \$300 space that is leased is obviously going to be much different than it might be, to take an example, from what Mr. Gaunt might have in Wingham or wherever it may be. That figure as well, we admit, was arbitrary and will have to bear review, I would say, probably by the fall to see what the experience has been in this first half year.

Mr. Cassidy: Except that can be handled in a different way. It is open, to the board if needs be, to breach the guideline in particular cases such as that of Mrs. Campbell, who has been in a particularly difficult situation. I don't know if I would recommend that, but that is a means of accommodating that.

Mr. Breithaupt: No, we can't now.

Mr. Cassidy: We can't now, no.

Mr. Deans: There's no discretion. Everyone gets exactly the same.

I'm sure you'll forgive me, Michael. It's not the responsibility of the board whether it costs more or less. If the assessment shows that members are unable to provide at an adequate level on the money that is now available, then the board, because it's made up of members of the Legislature, will obviously take a look at what kind of adjustments have to be made.

I think we might expect to get representation—as we do from time to time—from members on whether or not they're finding it difficult to fund their constituency office on the money that's there at a level considered to be adequate by most people.

If there is a clear indication that that's the case, then I don't doubt for a moment that the board will ask for additional money to raise the level. I would prefer it to be the same level as here because it causes less friction. Aside from the capacity to hire, which is another matter altogether. By the same token, this is the level it's at at the moment.

And I don't accept the responsibility for any political taint involved.

Mr. Bullbrook: There's a presumption there, Ian, that there is a partisan taint. I tell you I—

Mr. Deans: I don't see it as a partisan taint.

Mr. Cassidy: That's awfully far-fetched. I am quite aware of that.

Mr. Bullbrook: I regard it as a corporal work of mercy on your part and the association's part. I don't regard it as a partisan taint. I think it's marvellous to have people help you that way.

Mr. Cassidy: This is all pretty far-fetched, except that it is an unusual and rather odd situation.

If the board had said that in their considered opinion the riding association should contribute a certain proportion of the overall costs, I might disagree with it. But that would have been a reasonable point of view. That's not what they said; yet in practice, that's what they're doing.

Mr. Deans: Would you do me a favour and not propose it?

Mr. Cassidy: I will do you a favour and not propose it.

Mr. Deans: Because there are people who might believe that it would be proper for the riding associations to raise money and to contribute to the member's constituency office in order that it be maintained. I don't share that view. To the greatest extent possible constituency offices should be non-partisan. It is very difficult in politics to determine that fine line between something that is political in nature and something that is purely constituent in nature.

Mr. Bullbrook: It requires common sense.

Mr. Deans: I'm prepared to assume the full responsibility for what goes on in my office. If something happens in that office that meets with disfavour as far as other parties are concerned, and they want to raise it, I'll answer for it.

Mr. Cassidy: Mr. Fleming, is it my understanding that there have been specific directives come down regarding the operation of the constituency offices?

Mr. Deans: Yes, to every member.

Mr. Fleming: Yes. Constituency office guidelines have been sent out to every member.

Mr. Cassidy: Which we agreed to; that is correct.

Mr. Fleming: Then there has been a letter from the Speaker with regard to the use of

those offices, which was approved by the board—in fact, edited word by word by the board. There are now some amendments in general—I'm referring specifically to the \$300 allotment for supplies and stationery; I think we sent out a memorandum on the \$100 postage. So there have been regular communication with members.

Mr. Chairman: Next question? Mrs. Campbell?

Mrs. Campbell: Yes, one of the things which I wonder about is why is it you have a figure for each of these items rather than a global figure where people could sort the financing out between two items? For example, I recognize that you must have some documentation if this is done, but if some people have a lease which is a low lease compared with the amount allocated, why isn't it possible, with that kind of allocation of money, to transfer within the two items? I really don't understand that.

I understand it has caused some problems to some members. In my case, for example, if you are in downtown Toronto you are going to have to pay top price and you are going to have to pay top rent as a rule. But if you have the opportunity of getting a rental accommodation at half what your allocation is, and you feel that you want to be paying a salary commensurate with the salary here, why isn't that permitted? I don't understand the logic behind the way this was worked out.

Mr. Breithaupt: The basic reason upon which this was based was that if a member was defeated in a general election and had a lease on a property it would be the responsibility of the assembly to clear up the balance that might be payable on that lease. If, for example, the newly elected member for the constituency chose to make other arrangements, in order to minimize what would be a contingent liability and could be a very expensive one, it was thought that an annual lease was as much as a member should enter into, although of course it can be renewed.

Mrs. Campbell: With the three months' option.

Mr. Breithaupt: Hopefully with that option, and similarly that the lease for premises should not be a commitment for the assembly greater than the \$300 per month. This seemed a reasonable balance, so that if, for example, as the last two elections have shown, there are one-third new members in each Legislature the turmoil and the expense of

disposing of 20 or 30 premises would be a bit unreasonable if that cost was allowed to be a higher proportion. That is why it was decided that the moneys were not interchangeable.

You have raised the case, of course—

Mrs. Campbell: A lower lease.

Mr. Breithaupt:—of what about having something lower and I recall discussing it with our colleague, Mr. Givens, the member for Armourdale, who said, "I couldn't get something for \$300, but I have volunteer staff. Could I, therefore, pay \$400 or whatever and not use up my allocation of salary?" I think this is the kind of thing that is going to have to be looked at so that we are more closely able to balance the particular needs within a constituency to the total figure. But that is the reasoning behind why it happened in the first place.

Mr. Deans: It is also, if I may, Mrs. Campbell, going to take a little while to get all of the problems sorted out.

Mrs. Campbell: Sure.

Mr. Deans: I don't recall—and not being able to recall doesn't mean it didn't happen—but I don't recall us ever having had a case brought to our attention where someone was having particular difficulty meeting what's here. I have had people complain that the levels weren't high enough, but no one complained yet about the need to combine the two, as a formal representation to the Board of Internal Economy.

I think what we need to do is to give it a little period of time to work itself so everyone is satisfied that they have the procedure going, and then if there have to be changes then all that need be done is that representation be made, and if it is reasonable then the changes will be given every consideration. You understand, of course, that Jim Breithaupt and I are only two of seven people on the board, and the unfortunate part is that we are the only two in the opposition. The other five are from some other party. So that causes us a little difficulty, you see.

[4:45]

Mrs. Campbell: Well, I know about the preliminary discussions in my own case. They took place with the Speaker as we were discussing the matter of constituency offices with the commission people and the select committee people. At that point in time, of course, I was saying I couldn't get an office at the amount allocated.

Mr. Breithaupt: Much less pay any other expenses out of that \$300 figure.

Mrs. Campbell: But by dent of, I guess hard bargaining, we did come in at a figure that would accommodate us. We still had an escalator clause. It seems to me that if that is reviewed carefully and monitored, we might come up with something that would be a little easier for members to accommodate to.

However, I would like to say I am very pleased with the firmness of the guidelines so far as it pertains to partisan activities in these offices. In my own case, unlike Mr. Cassidy, I did have a riding office before this happened. I paid for the riding office. It didn't have any identification of party because I felt the concept of a riding office, whether I paid or didn't pay, was quite appropriately for the people in the riding. The difference, of course, was that I did permit my riding executive to hold meetings there prior to the government taking it over.

I am concerned at the case of the Tory members. Is it possible for us to ascertain how many of those with riding offices are cabinet ministers? I don't want the identity, just how many?

Mr. Fleming: We can find out in the next few minutes.

Mrs. Campbell: I would like that information. There seems to be a discrepancy, at the time of an election, in the instructions issued to secretaries in this building as to their activities once the writ issues. It doesn't seem to apply to the government ministries. I would like to know whether or not those discrepancies would be continued via the riding offices. From what I understand, the riding offices can continue during the campaign.

Mr. Breithaupt: Yes, that's correct.

Mrs. Campbell: I suppose it's because they are not partisan. What are the rules as to the secretarial staff here during a campaign? The instructions given the last time seem to preclude their activities on letters and so on once the writ is issued.

Mr. Deans: Mrs. Campbell, would you be able to help me in that regard? I am not certain about the instructions and from where they came.

Mrs. Campbell: I can only say that—

Mr. Deans: I don't recall any instructions.

Mrs. Campbell: My secretary advised me of instructions given. At the time we were

in the heat of the campaign and I didn't pursue it. She had to stop and some of the others had to stop some of the letters going out. They were advised that this was the case.

Mr. Deans: Let me try to respond to that if I can. I cannot recall at any time that there has been instruction with regard to the activities of the secretaries at Queen's Park, any more than with the instruction with regard to activities of secretaries as they are going to be in the riding offices. Quite obviously you would hope that members would exercise discretion and not use their Queen's Park office, or their constituency office, for political purposes during an election campaign.

Mrs. Campbell: Partisan.

Mr. Deans: That doesn't mean that they wouldn't continue to use that office, and the staff, for the on-going caseload, for continuing contact with constituents on matters that were either before them prior to the election, or came to their attention during the election. I don't know of any reason why a secretary in a constituency office, or a secretary at Queen's Park, would be viewed differently.

Mrs. Campbell: That's what I wanted to understand.

Mr. Deans: I would expect that the secretary here, during the election period, would be able to continue to do exactly what she was doing immediately prior to the election. Likewise, the constituency secretary would be able to continue to do in the constituency office what she was doing prior to the time the writs were issued—and I would assume the member was exercising reasonable discretion to make sure that didn't embarrass the member.

Mrs. Campbell: It was the same type of letter that goes out now. It's not a partisan letter.

Mr. Deans: No, and I would say to you that the only person who suffers from indiscretion is the member. It may reflect on the party to some extent, but it certainly would be the member who would suffer the most.

Mrs. Campbell: It was interesting, because during the by-election in which I came into the House, letters went out from a ministry in support of a candidate—not me—and they went out of this building. If that can't be policed, I don't know how you're going to police riding offices.

Mr. Deans: We're not going to police it. It's like anything else—the cost of policing these things is far greater than the abuse. If someone wants to take a chance and run the risk of contravening the Election Act or in some way incurring the wrath of the electorate in their own constituency, that's their problem. I don't presume to be able to police that for them nor do I want to.

Mrs. Campbell: Thank you.

Mr. Chairman: Next question? Mr. Ruston.

Mr. Ruston: Mr. Chairman, I would like to ask one or two things. With regard to constituency offices, approximately how many members avail themselves of this service? Do we have any rough figures in that regard?

Mr. Deans: This has already been given out, Mr. Ruston.

Mr. Ruston: Oh? Well, I wasn't here earlier.

Mr. Fleming: The figure I mentioned earlier was 69 offices.

Mr. Ruston: What I am a little concerned about is that there is talk now of increasing the allowance and so forth. I might say I haven't availed myself of the service as of yet. I guess I will have to, because I would think any member who doesn't open an office probably will be accused of not trying to serve his constituents. On the other hand, he may figure he is saving money because, with hospital closings and so forth, it is not always easy to assume that we should go ahead and spend the money at this time.

I suppose the other reason I will be forced into it is the cost of maintaining the service I provide now, where anyone in the riding can call me toll-free. I put the service in about 1968 in my riding as it was then, and while it has been quite expensive, it certainly serves a great need in the community. In fact, to some extent it probably offsets the necessity for a riding office, providing you have someone at home who is willing to answer the phone, which costs about \$75 a month.

I wonder if there is no way—I realize the problems, but I don't know what you would do—of paying for such services as these, rather than going to the expense of up to \$14,000 for the kind of riding office we're talking about. It seems to me that some ridings might be able to get along without a riding office by putting these other services in the member's home at a cost of perhaps as little as \$100 or \$150 a month. It's probably not the ultimate in service to your community, but there are federal riding offices too.

I've always had the impression that the proper way to handle a public service such as this is to have a community office, financed by the provincial and federal governments, to. We seem to be running up a large bill. We, the members, have voted \$1.6 million in the last few months for this programme. We also have passed another law relating to the Ombudsman, which is a \$2.5-million estimate. I am not sure whether we are showing the restraint we are forcing upon other people. These are things I am concerned about in this. I know these are general statements.

Mr. Laughren: Sound like Tory statements!

Mr. Ruston: One of the problems I have—it was mentioned here earlier—is with the rent, the cost of the building. I could put in part-time help and solve my problem that way, but when you get up near some of the areas I am looking at the rent seems high and we have a little problem rationalizing it and getting within the bounds of it.

I am inclined to think something like Mrs. Campbell has mentioned—some areas of rent maybe we will have to look at at the end of the year and see if there is some way of rationalizing it. If one wants to pay less for salaries and maybe have it open only five or six hours a day, he could take a lower salary for his staff and offset the higher rent. In some areas you must recall there is that problem. I'm having that problem myself because I did look around to see what was available.

Mr. Deans: Could I stop you for a second?

Mr. Ruston: Yes.

Mr. Deans: I want to be sure. Are you telling us that you don't have a constituency office because you don't want to spend the money; or you don't have one because you can't find one?

Mr. Ruston: I can find one.

Mr. Deans: Okay, well—

Mr. Ruston: I have been reluctant to open it up because it seemed like we are forcing on the—

Mr. Laughren: Can't you find an empty place to put it in?

Mr. Ruston: What's that?

Mr. Laughren: Can't you find an empty hospital to locate your office in?

Mr. Ruston: We have got lots of empty rooms up there, but no empty hospitals yet.

Mr. Deans: Let me suggest to the member that if you would prefer—

Mr. Bounsall: You will have to wait until next March 31.

Mr. Deans: If you would prefer to have some form of answering service arrangement throughout your riding, for whatever reason, in a very general sense that's quite within the guidelines. If you would prefer to do that why don't you come down and try to make that arrangement—if that's what you would prefer. Some of us think that the office of being a member of the Legislature has become heavy enough and is important enough to justify having an office operation in a constituency. If you are able to get by in your constituency with less, then by all means do so.

Mr. Ruston: In submitting, expenses; the rent, your hydro, heat, water and telephone—the long distance is extra—it is my understanding it all must be within the \$300 a month; I understand that.

Mr. Deans: That's correct.

Mr. Breithaupt: It was generally expected that rent might well be about \$200 and the other expenses might well be about \$100. This was the presumption at the start of the situation.

Mr. Deans: I want to make it clear to you that if after analysis, when a sufficient number of members have things under way, it is decided that the \$300 a month does not meet the need we are obviously going to have to revise it.

An hon. member: It is as simple as that.

Mr. Bounsall: Mr. Chairman, I think it is deplorable that the other members of the Board of Internal Economy who take part in these decisions are not here to hear the discussion on this. I think the chairman of this committee should issue a directive to those other members that they should be here and are expected to be here to hear these comments.

If it is required I would make that a motion, Mr. Chairman, that you take that on.

I so move, Mr. Chairman, that you so do. If there is a seconder for that—

Interjections.

[5:00]

Mr. Bounsall: To continue with that, I would have to go by the advice of the members present who are on the Board of Internal Economy, but there may be some of these votes under the Office of the Assembly—perhaps the chief election officer or the Hansard office or the Legislative Library, for example—for which you are not required to make that many decisions on a day-to-day basis. There may be some on which you could say: "Not all of you need to be present." But for the constituency offices, the members' support services, the caucus support services and several of the others where decisions are made which are critical to our operations as MPPs—not that most of the rest of them which I see here aren't—if there are some I could say: "Okay, you don't need to be here for these and we'll have a certain order of discussion for those for which it's not absolutely necessary for them to be here. For the remainder, the particular one we're talking on now and so on, those other members should be here."

It's deplorable and a shirking of their duty on these estimates and contempt for the whole legislative system and the whole Office of the Assembly of which they are members for them not to be here. To have only representatives of the two opposition parties here should be changed, Mr. Chairman.

Mrs. Campbell: It is contempt.

Mr. Martel: The Tories will not consider that.

Mr. Chairman: I will certainly bring this to their attention.

Mr. Deans: Better than that. I don't know what my colleague from the Liberal Party thinks but I would much prefer that one of the Conservative members were here, for reasons that are pretty obvious.

Mr. Martel: A cabinet minister.

Mr. Deans: No. I want to say something about it. While it would be nice if it were one of the cabinet ministers, the Conservative appointee to the board is not a cabinet minister. It's the member for Ottawa West, (Mr. Morrow). It just happens that the member for Kitchener (Mr. Breithaupt) and I are both on the board. The House leader for the government is there by virtue of being appointed by the cabinet; and the Chairman of Management Board (Mr. Auld), the Minister of Culture and Recreation (Mr. Welch) and the Minister of Transportation and Communications (Mr. Snow) are repre-

sentatives of the government. The member for Ottawa West is representative of the Conservative caucus so that either one of the ministers should be here to represent the government and the member should, perhaps, be here to represent the Conservative caucus.

Mr. Evans: The caucus is in good hands over here.

Mr. Deans: I'm glad to hear that, because many of the questions being asked, quite frankly, are questions which needn't have been asked because the information has been available to everybody who wanted to know for the last six months.

Mr. Cassidy: That's right.

Mr. Bounsall: That's right. I'm not speaking on any of those points, you will notice, as I proceed through my address.

Mr. Evans: Some of the questions have been asked—

Mr. Bounsall: If one had read the directives many of those questions needn't have been asked.

Mr. Evans: I was here. Some of the members talking over there weren't here at the start of the meeting so they have never heard the questions asked.

Mr. Breithaupt: I suppose I should say—

Mr. Cassidy: You sure couldn't have asked many because you went through the whole thing in 10 minutes.

Mr. Evans: I came in the same time as you did and you were here when I asked the questions.

Mr. Breithaupt: I suppose I should say, at this point, that it has been the custom in the federal House, as I understand it, that Mr. Speaker does not attend while the estimates are here and, of course, the clerk does. Mr. R. Lewis and Mr. Fleming, the director of administration, have been here. While Mr. Speaker is chairman of the board I think members, if they haven't considered it, should be reminded that it's not the custom for the Speaker to be present as such.

Mr. Bounsall: I assume you're agreeing with your one other colleague on the Board of Internal Economy that at least one representative from the cabinet and a representative from the Tory Party should be in attendance at this estimates discussion.

Mr. Breithaupt: We agree more often than not on things that deal with the board.

Mr. Ruston: It's most unfair when management, the government's side, actually has to pass the funds and its representatives are not even here. It seems very unreasonable.

Mr. Bounsall: I think their dereliction of duty should be pointed out to them. Mr. Chairman, in no uncertain terms.

Mr. Chairman: Thank you, I will see to it.

Mr. Deans: In order that we not delay unnecessarily, in case they refuse to show up, I have a speaking engagement tonight so I won't be here. I would appreciate it if we could move on with the estimates.

Mr. Bounsall: Yes, having made that point may I continue with the constituency offices? In the vote we're on now, I'm concerned about both the salary of the constituency worker and the amount of money provided for the constituency office. Both of the members who are here have indicated that submissions would be welcomed and a review made, but let me say I will certainly put my views on record and consider this a submission on behalf of both of those points.

Number 1, on the rent for the constituency office. I have an office which is a clean one. It isn't a shabby one; it is a clean one. It is a quarter the size of this room and I pay \$200 a month. The heat, light and water bill is going to average \$40 a month over the course of the year, which brings it up to \$240. A two-line phone—and I can tell you it's needed—quite apart from the installation, is another \$49 a month. We're already up to \$289. I had enough funds left to rent one typewriter, but not a typewriter chair, to bring it up to \$300 a month. And there's nothing beyond that I can afford. I've got two desks donated, and two easy chairs which are in rather bad repair but can be sat on.

Mr. Martel: What do you expect as a member of the Legislature?

Mr. Bounsall: Right—and some stacking chairs in a room a quarter of this size. It simply isn't adequate.

A week ago Saturday I had a total of 22 people in a 2½-hour period in my constituency office. One group was a delegation of eight. But I'm telling you, at no time were there fewer than 10 people in that office, with not enough space and not enough chairs. The office isn't large enough, and it was the most efficient office that I could find for the money.

I could have spent \$300 on an office and got one which was as clean and larger, but I would still have not had sufficient chairs. I would still not have any funds to provide a phone in that office or to pay for fuel and the water and the electricity for that office. For the Windsor area, \$300 a month simply is not enough and it should be reviewed very quickly. Maybe you might have to put it on some sort of an area basis; but do it between now and the end of June, don't wait for the summer to pass by and look at it next fall.

Mr. Breithaupt: Again, all I can say is that the figure that was initially struck was one that was based on the federal experience—

Mr. Bounsall: I understand that.

Mr. Breithaupt: —and the thought of getting on with the job.

Mr. Martel: You gave me that last time.

Mr. Breithaupt: Yes, and it was true last time as well as it is now.

Mr. Martel: But it was nonsense last time, because you people moved against the vote in the Legislature. It had no more validity then than it does now.

Mr. Breithaupt: You're obviously speaking to the people who are not present before you today.

Mr. Martel: We went through that charade last time; and we can't talk about it this time.

Mr. Breithaupt: You can talk about that this time. In fact it already has been discussed at some length today before you were able to get here.

Mr. Martel: I was meeting with the powers that be, Inco.

Mr. Deans: Let me give you a commitment, before we go any further, that the staff of the legislative office will be asked to do a complete review of the expenses of the members who already have offices to determine whether or not there are problems of the type you talk about.

Mr. Breithaupt: Yes, I was going to suggest this.

Mr. Deans: What we'll do is we'll look at what bills are being submitted for rent, for telephones, for office equipment and for all other things related to the normal operation of a normal office. If we find that it isn't

sufficient—and I'll give you my undertaking and we'll let Jim give you his, because he will, I'm sure—that there will be an effort made to adjust it.

Mr. Breithaupt: And indeed, it may well be that this has to be done on an area basis. Metro Toronto and Hamilton and Windsor and Ottawa, for example, perhaps should have a \$400 figure; and it may well be that in other areas \$300 is quite satisfactory.

Mr. Bounsall: I leave it in your hands. I just want to point out other areas of anomaly; and this is no fault of Mrs. Bailey. My constituency worker has been there right from Feb. 1 on and there's a good rapport there in terms of what can be charged and what can't be charged. I'm interested in this \$300 a year over and above the postage which can be charged. But let me point out one anomaly. I sent a letter to a minister on behalf of a group of my constituents who came to see me over a particular problem. I had eight photostats made of that letter to be sent to that group of eight who came to see me in the office quite some time ago. It was decreed by the Office of the Assembly that the photostating charges would not be paid and could not be paid. Yet I hear that other members who have access to a photostat machine can have their portion of paper paid for. I've heard from two or three members yesterday that that was the case.

Now I fail to see the rationale being used, if that is the case. If I was able to rent a photostat machine under the \$300, or pay additional for it, then the photostat paper supplies for that machine would, I gather, be paid for.

Now just what on earth is going on when you come to that sort of decision? I don't particularly mind the 80 cents, but it sure has caused me to say to my constituency workers that we cannot do any photostating out of this office. I can't, without a salary raise in 2½ years, afford to pay the type of photostat bill which is likely to ensue, when the Office of the Assembly has refused to pay for it.

Mr. Breithaupt: I think that's the kind of example that is a reasonable one and the sort of guideline we could certainly take a look at. The whole purpose, of course, was that neither large mailings nor exceptional amounts of office supplies would be arranged for locally. That in fact most of the materials used and the mailing done would, in the ordinary case be through the post office here. The expectation was that there might well be

some letters six or eight or 10 a day, that would go out from that office, but not a great volume of mail. Again we may be completely wrong.

Mr. Bounsall: Right. At the moment other members may be satisfied or may not be satisfied, but I can get by with the roughly \$3 a week allotted for postage for the year. I'm not going beyond that. But let me tell you, when I have a meeting that occurs on a Sunday afternoon because those workers can't come at any other time, and my constituency worker decides from his own interest to attend that meeting, when they walk out I dictate the letter right on the spot, which is the most efficient and quickest way of dealing with it. That's the kind of letter which it's not reasonable for me to wait until I get back here the next day to dictate to my secretary. It is required so that they are informed about what I said and the tactic, and eight photostats are sent to the members of my riding who were among that delegation.

Mr. Martel: This must be \$300. There's no \$400 in postage.

Mr. Bounsall: There's \$100 for postage and we've heard previously in today's meeting there is another \$300 for miscellaneous. I'd like to know, and I don't expect an answer here today, but I want the assembly office to have a look at that and, for heaven's sake, to be rational in its decision. Either tell me you're allowing no photostatic charges of any kind, no rental of machinery and no supplying of photostatic paper to anybody or pay that damn bill of mine—one or the other.

Mr. Fleming: I've never heard of it before, but I'll certainly look into it.

Mr. Bounsall: Mrs. Bailey checked with someone—whomever she reports to—and was told no. I indicated to Mrs. Bailey that I would be bringing up the matter and that it was no criticism of her that I was having to bring up the matter.

I haven't got the bills with me. I looked for them. I have them here in my office somewhere but couldn't find them. Other things which the assembly office wouldn't pay for in the month of February came to \$22 and some cents and in the month of March to \$16 and some cents. This is, of course, all in excess of the \$300. We're doing our level best not to accrue any expense other than what's allowed and this does not take into account the regular coffee supplies that we have around the office. So I'm saying there needs to be a review as soon as possible and some of the things clarified.

On the salary of the constituency office worker, I understand again, from what you've told us, the problems which you felt you had. In the case of the federal civil service paying \$7,200 as the only amount of money that they supply to their constituency workers, I don't know what kind of person they're able to hire for that kind of money. It's got to be a very dedicated person, if that person is any good. [5:15]

The person whom I have hired in my office quit a \$12,000-a-year job with all kinds of benefits attached to that to take \$9,000 a year and no benefits. That can't continue. I don't know how long I will be able to retain that worker. His salary should be at least equivalent to the secretaries paid here and that salary, I suspect, with benefits tied to a particular civil service level, because that worker is more harassed, in the case of an out-of-town member like myself, than a secretary here.

The secretary here can order her work in a fairly reasonable way. You don't get that many long-distance calls from Windsor that interrupt the normal flow of work. In a storefront office, that constituency worker in Windsor, trying to do what cases come in—and we have divided the cases very carefully so that the workload is fairly even between the two—is continually being interrupted by people dropping in off the street. He has to develop—and he is now very good at this, but it is part of the job that must be paid—a means whereby he can get the time-wasters out of the office or ignore them in a way that they won't be insulted, which is a rather interesting technique in the first place.

Mr. Breithaupt: He is becoming like another member of the Legislature.

Mr. Bounsall: He is. That's right. We are grossly underpaid as well but there is no reason why we should underpay those constituent secretaries just because we are and just because the federal civil service underpays them.

Mr. Martel: You are overpaid.

Mr. Bounsall: The federal civil service constituency secretaries—yes I am probably overpaid. Relative to what he is now doing and what I am able to do, I am probably overpaid.

Mr. Ruston: We will take care of that.

Mr. Bounsall: You will take care of that. That's a case we should make for those constituency secretaries who in most instances—and I know there are variations, some people

hire two, some people don't hire them on a full-year basis. There are variations in this. But whatever the hiring, that \$9,000 is not nearly adequate.

Mr. Breithaupt: Again, Mr. Chairman, it may well be that we should then request that the board also circularize the members of the Legislature to find out if they are having particular difficulties in the amounts of money provided both for secretarial assistance and for the office situation.

Mr. Martel: No, you see, the vote—which is what I tried to get across to the board and I tried last time—the vote of the Legislature said that the salaries and conditions for secretaries would be commensurate with the secretaries' pay here. That is what it should be; not what the Board of Internal Economy has determined it should be.

Mr. Breithaupt: All I can tell you is what—

Mr. Martel: They didn't have a right to make the change. Surely to God a vote of the Legislature carries some weight—well, maybe it doesn't. But I thought it did and I thought when there was unanimous consent to that particular motion that was placed and that particular part of the report that there was an obligation to follow the instructions as laid out in that report. I really did. Obviously you still want to believe that you don't have to follow the instructions of the Legislature.

Mr. Breithaupt: I think you are being a little bit harsh.

Mr. Martel: No, I am not.

Mr. Breithaupt: You have two out of seven members of the board here.

Mr. Martel: But there are some of the other people here as well. I tried to talk about it last time.

Mr. Breithaupt: Not of the board.

Mr. Martel: I tried to talk about it last time.

Mr. Breithaupt: It wasn't relevant in last year's discussion.

Mr. Martel: Well, it was relevant because the decision was made then. There was a motion last year of all the members in the House—I don't know what the count was—but it was a unanimous vote and seven people somehow came out with \$2,500 less and I think that the motion was presented—who made the motion?—we should have those birds here now to talk to.

Mr. Chairman: We have sent out for somebody.

Mr. Martel: Obviously they are not anxious to come.

Mr. Chairman: We hope they will show up shortly.

Mr. Martel: I just say with the greatest respect, because you indicated you thought you'd sent a questionnaire out, that isn't what is in the motion to find out what is bothering the members. Because I helped to draft it I know what was in that report, and the motion was pretty specific about what you do. I still to this day don't know how the board could say, "It doesn't matter what the Legislature voted on, here's what we have decided." That's what bothers me; the principle—it really bothers me.

The other thing that bothers me is that the secretaries are being shafted because of it. I don't think you have a right to do it. I'm being pretty frank with you. I don't think you have a right to do it. I don't think you start sending around forms to ask the rest of us what we think about it, or what should be done or what the conditions are like. There's a vote that you are supposed to honour.

Mr. Breithaupt: If we wish, though, to improve the situation—

Mr. Martel: What alternatives have you tried?

Mr. Breithaupt: —what alternative does your colleague have, as your House leader, or I as the House leader of the Liberal Party, other than to attempt to be as supportive as we can be?

Mr. Martel: That's why it's unfair to be going after you people. Maybe we should adjourn until those birds get here.

Mr. Bounsall: Mr. Chairman, just in finishing up, may I say that I've been thoroughly consistent with respect to salary arguments for members or any staff when they've come up in this House since I've been here in 1971. It should be tied to a civil service rate, including their benefits. That's what should be done with our constituency secretaries, and that's what should be done with our secretaries here. That's the way you take that sort of decision making out of your hands, where it might be embarrassing; but you've got to make that sort of decision and have it just automatically accrue. That's the way to have it not be politically embarrassing, or

this kind of debate taking place year after year after year—which is going to take place—unless you tie it to something and forget about it, so it's out of your hands, unless that tying-in sometime in the future becomes an unreasonable sort of job description for what is being done.

Mr. Breithaupt: Again, I don't quarrel with you in the slightest that that is the kind of goal that should be received and planned for on the same basis that we were able to resolve the staff situations with the secretaries, particularly, within the three caucuses.

Mr. Bounsall: We'll have more words to say on that when that particular vote comes up.

Mr. Breithaupt: I'm just saying that that too resolved what was otherwise an annual matter of bargaining and difficulties with the caucuses and with secretaries and various problems. Certainly that seems to be resolved fairly intelligently in moving at least into a comparable pattern with other civil service secretaries. I think, certainly in my experience with the Liberal caucus, that that seems to have worked out more or less acceptably. We should perhaps look to that end here as well, once the programme is in place. I think that's a first rate idea.

Mr. Bounsall: It's worked out well in most respects.

Mr. Breithaupt: It seems to have.

Mr. Bounsall: There's one particular area pertaining to fringe benefits, which I will talk about when we come to that particular vote. That, I suppose, is the members' support services vote. Or when we get to general discussions. Is that correct? All right, I'll save that to general discussions.

Mr. Chairman: There are four or five more people want to speak here—Mr. Lane.

Mr. Lane: I never got my questions over, because that was before the drama club came in. I didn't realize we were having entertainment this afternoon. But Mr. Newman came close to getting an answer for the one request that I was thinking about. This cost in the office for stamps, scratch pads, pens, what have you—does the riding office secretary requisition a cheque to start her going? Or does the member put his hand in his pocket and buy the stamps? I can understand that furniture is a tangible thing and you can depreciate that, and what have you. But other things are required and there is nothing left for them. I'm just wondering how you do this.

Mr. Deans: You get a bill for whatever you purchase. You were sent a stamp, I assume in the mail? I got one anyway; did you get a stamp in the mail?

Mr. Shore: No.

Mr. Lane: No.

Mr. Deans: This is a stamp to authorize payment.

An hon. member: Yes, I got that.

Mr. Lane: I didn't.

Mr. Deans: Do you have a constituency office?

Mr. Lane: No.

Mr. Deans: You don't have one.

Mr. Lane: I've an office, but not a stamp.

An hon. member: You can't have both.

Interjections.

Mr. Chairman: Order, please.

Mr. Deans: I am told that every member received a package with a stamp for stamping "Authorized for Payment." You simply take your receipt, stamp it, hand it into the office downstairs and, at some future date, you get your money.

Mr. Lane: Before you get the receipt you have to spend the money.

Mr. Deans: You normally have to spend it before you get a receipt.

Mr. Lane: This is what I am saying. I understand by the guidelines that we can depreciate our furniture in the office, but stamps and other things that are used in an office, are not tangible things so you can't depreciate them.

Mr. Deans: That's right.

Mr. Lane: How do you start your fund flowing? This is what I am asking. Mr. B. Newman asked the question and he didn't get the answer.

Mr. Breithaupt: You will not get a petty cash fund to start with. If, for example, you were buying certain stationery you could, of course, take the bill and it would be paid directly from the office here. If you spend some cash on some items, say \$5 worth of postage stamps, you would just bring in the receipt and get your \$5 back.

Mr. Lane: It seems like a lot of little payments.

Mr. Breithaupt: There has to be some control.

Mr. Lane: An initial petty cash fund to the office for x number of dollars would start you going. You would have to keep track of it as it is spent. When you get down to \$10 you would claim for \$40 more. That's the way it makes sense.

Mr. Breithaupt: And then send in those final—

Mr. Lane: That seems to make a lot of sense. That's the way I ran my office when I was in business.

Mr. Breithaupt: We can look at that kind of thing.

Mr. Deans: I am instructed that there may be some difficulties, Mr. Lane.

Mr. Morrow: You have never had it so damned good yet you complain about it all the time.

Mr. Chairman: I would just like to announce that Mr. Morrow, representing the Board of Internal Economy, is here.

Mr. Deans: I am trying to answer John Lane. I am told the Provincial Auditor would have some difficulty swallowing the thought of 125 petty cash accounts strewn all over the province.

Mr. Lane: It seems to me the costs of issuing \$5.00 cheques to people that have bought \$5.00 worth of stamps is going to cost a hell of a lot more in time and effort than it would be to issue a petty cash account to start with and have the girl responsible for it.

Mr. Deans: Well, it's a point.

Mr. MacDonald: Some of the things I was going to say have been covered by people who have jumped in and breached the line of speakers. We have that problem in our caucus but it is your problem now, Mr. Chairman.

There is one point I would like to make. I can understand the Board of Internal Economy wanting to review the situation after a number of months, but I don't know why you can't operate within the global budgets of \$12,000, and not get yourself hamstrung with difficulties of some places where it may cost them more than the \$300 but they are willing, in whatever way they so choose, to pay less for their staff. If they are living within the \$12,000—the \$9,000 plus the \$3,600, that's \$12,600—then why are you hamstringing yourself with bureaucratic procedures?

Mr. Breithaupt: Were you here, Mr. MacDonald, when I explained the lease situation in that the legislative assembly would be on the hook for any unexpired portion of a lease if a member retired or whatever? The idea was that the \$300 maximum figure, spread over the last six or eight months, or whatever, was considered enough to have to suddenly cover if, as a result of an election, there were 20 leases to be attended to. That was the basis of it. They thought that was a reasonable figure perhaps on balance. It would form a maximum amount for a lease obligation that might exist. That was the reasoning but may prove not to have been satisfactory.

Mr. MacDonald: I don't know whether you are really speaking to the point I am trying to make, namely, some people have said they can't get it for \$300 per month. It could be a bit more flexible. Phil Givens, who is staffed with volunteers is not spending anything for staff. If they are living within the \$12,600 overall, why are you categorizing it and making them live with it in the \$3,600?
[5:30]

Mr. Breithaupt: I thought I had given the reason. It was that for those leases which might have to be paid out if membership in a constituency changed, it was considered that the payout figure should not be greater than \$300 times the number of months, which is why the \$300 maximum figure was set. That may prove to be something we really don't have to concern ourselves with but the idea was that if a member leased accommodation for \$9,000 and there was 11 months of a lease to be paid out, it just seemed a bit out of balance.

Mr. MacDonald: But conversely—

Mr. Breithaupt: That was the only reason, and there is no reason why it shouldn't become global, really.

Mr. MacDonald: Conversely, in some places you might be able to pay rent of less than the \$3,600. Therefore, what I am saying is that if you get a first-rate person who has a \$12,000 job and is willing to come in, why not pay him \$9,500 or \$10,000, whatever amount, as long as they are living within the \$12,600?

Mr. Shore: The alternative is you may find somebody who wants to work for \$2,000 a year and you may be able to rent something for \$10,600, right?

Mr. MacDonald: I have made that point. I want to go on to—

Mr. Bounsall: You are getting the Phil Givens anti-labour attitude.

Mr. Shore: Not at all.

Mr. Bounsall: The flexibility is fine, but they are both too low.

Mr. MacDonald: Have I still got the floor?

Mr. Chairman: Yes, have you finished?

Mr. MacDonald: No, I haven't finished.

Mr. Chairman: Okay. Mr. MacDonald has another question.

Mr. Breithaupt: I'm glad we got to that global thing. I think it's a good idea personally.

Mr. Morrow: Maybe with a year's experience, they may come to that decision.

Mr. Laughren: It's hard to make a change.

Mr. Chairman: Could we have—

Mr. R. S. Smith: But then—

Mr. Morrow: All we need is a little experience; we will have to respond to it later.

Mr. MacDonald: There were one or two other points I wanted to make in relationship to the salary decided by the board but I want to make them on the principle and this is where Elie has stolen some of my thunder. I think the Board of Internal Economy has violated the Camp commission and what was passed in the Legislature.

If you read the Camp commission, it is very explicit in saying one of the reasons we have got into serious difficulties in the Ontario Legislature is that the Speaker and the Legislature are much too subservient to various ministries. Indeed, I can speak very personally, having been in the role of leader for a number of years in the last 20 years, and knowing the quiet, unofficial way, behind the scenes, in which some of these things were done before we got them regularized as they are now.

There were people in the Premier's office who stopped lots of things being done in the Legislature, for which there was virtual unanimity. Somebody happened to be in the Premier's office and it couldn't get through. The whole thrust of the Camp commission recommendation was that we should have an independent Legislature.

In effect, it was going to be like another ministry but it wasn't going to be subject to the Management Board or the old Treasury Board, in terms of its budget. They would

come to sort of sensible conclusions, with everybody there.

I wrote to the Speaker and queried him about this and I got the reply we have got from some of you people at the head table who have lived with the board, which I don't think is a satisfactory reply.

When you had a unanimous vote of the House implementing the Camp commission, I submit that nobody on that board—from the government side—had the right to alter that. They were violating the independence of the Legislature, which was the major objective of the whole Camp commission and is the major objective in setting up the Board of Internal Economy.

When you come to specifics, you come to this business, for example, of salaries. The Camp commission was very explicit. The report of the select committee, which was passed unanimously in the House, said that the salary and the fringe benefits would be commensurate with those of the secretaries. You violated it but you had no right to violate it. No right at all. You were destroying what the Camp commission was aiming to set up and that is an independent structure for the Legislature.

I suggest it's about time that some people on the Board of Internal Economy, who are on the government side, remember that we have moved into a new era. You don't run as errand boy following dictates, whether they come from the Premier or from the provincial Treasurer. You exercise your independence on them, with your other colleagues, and come to a decision.

I would go one step further. The reason we have had to bring the government members in here, when we are discussing all this, is that the government members are, to some degree, under instructions. Who the devil gave you the instructions that you couldn't go beyond \$9,000.

Mr. Morrow: For what?

Mr. MacDonald: Beyond \$9,000. Let me quote the phrase of the member for Wentworth. He said they accepted the \$9,000, because it was more than the \$7,200 which was being paid in Ottawa, because you couldn't go any higher. You said that just a few moments ago, Mr. Deans.

Mr. Deans: No, what I said was that it appeared we couldn't get any more.

Mr. MacDonald: Okay; it appeared you couldn't. Who was it that said you couldn't go beyond \$9,000? Was it the provincial

Treasurer (Mr. McKeough)? Was it the Premier (Mr. Davis)? Who was it? Because to the extent that the Board of Internal Economy did not feel free to make an independent decision, you were violating the whole thrust of the Camp commission.

Mr. Morrow: I wasn't at the Board of Internal Economy when they arranged the salaries. I wasn't at that meeting.

Mr. MacDonald: The other point I wanted to draw to your attention on the salary business is that I find it a little bit intriguing that the government sees fit to pay \$15,000 a year to the people in the Citizens' Inquiry Bureau who are doing essentially the same kind of work as the constituency office people. I would argue that it is a less arduous kind of thing. They have purely office hours and they're not harassed. When 4:30 comes, the phones are cut off, and it is as simple as that.

Yet the same government that imposed the ceiling of \$9,000 in violation of the recommendation of the Camp commission, in violation of the unanimous report of the select committee that was passed by the Legislature, is paying \$15,000 for a similar kind of job. I just don't understand the logic of your position. I am not necessarily arguing we should go to \$15,000, but I am just drawing attention to this rather anomalous situation.

Mr. Morrow: I wasn't at the meeting.

Mr. MacDonald: I'd appreciate a comment.

Mr. Chairman: Would the ministry like to comment?

Mr. Shore: How about the House leader? How about Mr. Welch?

Mr. Morrow: Perhaps the minister will elaborate on it afterward, but I might say, as far as I was concerned, Mr. MacDonald sort of made the inference that we were so instructed, and that is not so. I believe an argument was put up by the ministers on the Board of Internal Economy at the time, when they were making comparisons with the federal setup on the \$9,000, that they didn't think they could go this far. I wasn't at the meeting, but that had something to do with it.

Mr. MacDonald: If the ministers on the Board of Internal Economy were making comparisons to the \$7,200, how did the same ministers think they could ignore the recom-

mendation of the Camp commission and then ignore a unanimous recommendation from their own Legislature?

Mr. Shore: That is the question that needs answering.

Mr. MacDonald: That is the question. Why?

Mr. Morrow: I can't answer for them.

Mr. Chairman: In a minute we will have a reply. Mr. Welch, would you like to reply to Mr. MacDonald?

Hon. Mr. Welch: After consultation with my colleague, I think perhaps what we'd better do is take a look at the resolution of the House that was talked about. Have you got it there?

Mr. MacDonald: Sure.

Hon. Mr. Welch: Could you quote to us from it?

Mr. Shore: I think that's important.

Hon. Mr. Welch: You think it's important? Yes, I think it is very important, very relevant.

Mr. Cassidy: It is right here:

The committee concurs in the recommendation of the commissioners [and then it quoted from the Camp commission report] that each elected member of the Legislature be entitled to a constituency office and to the services of one employee, each at the expense of the public Treasury. The costs of premises will vary significantly, but the Treasurer should be prepared to pay for reasonable space at going rates in the particular constituency. Additionally, salary for office help should be commensurate with salaries paid to the employees of the members in their legislative offices.

Hon. Mr. Welch: What are you reading from?

Mr. MacDonald: That is the report of the select committee.

Mr. Cassidy: This is the report of the select committee which was moved by Mr. Morrow, who is here, and was adopted unanimously by the House on Dec. 18.

Mr. Morrow: What was the date on that?

Mr. Cassidy: It was presented on Dec. 4. I believe it was adopted on Dec. 18, just as we were winding up.

Mr. Shore: Is that directly from Camp?

Mr. Cassidy: Yes, the quote was directly from Camp.

Mr. Morrow: I'm just wondering whether the debate that settled on this particular amount for secretaries, and I wasn't going to say at the meeting, took place before that, Ian.

Mr. Martel: No.

Mr. Morrow: Do you remember the meeting where you settled that it wasn't adequate?

Mr. MacDonald: It took place in January.

Mr. Deans: No, we didn't even begin to discuss it until after it became clear that the Premier had accepted the proposition of establishment of constituency offices. That happened one heated afternoon.

Mr. Breithaupt: We were going to have a debate one afternoon.

Mr. Deans: It was right in the middle of December and I think the meeting that we held was in January.

Mr. MacDonald: I'm reminded of another very strong point that I'm trying to make to you. The Board of Internal Economy, as the agency for an independent Legislature, couldn't move until the Premier had given the green light. That's a violation of everything that Camp said. There is some very eloquent phraseology on the constituency offices.

Hon. Mr. Welch: That's not correct.

Mr. Deans: Wait a minute. I want to go back a step on that. It wasn't the Board of Internal Economy which couldn't move, it was the Legislature. The problem was, if you recall, there appeared to be some real question with regard to whether or not there were going to be constituency offices. In fact it appeared at one point that particular recommendation of Camp was not going to be proceeded with immediately.

Mr. MacDonald: Yes, quite true.

Mr. Deans: The Board of Internal Economy, of course, couldn't move without the approval of the House.

Mr. MacDonald: I think you're right. We're back to the schemozzle over the select committee because of the Premier in effect

saying some things couldn't be dealt with, and some things could be dealt with.

Mr. Breithaupt: Then there was the question of whether in fact that resolution would be called for debate in the House at all.

Mr. Deans: Yes. We finally got to the point of unanimity, where it passed.

Mr. Breithaupt: That it need not be debated as such and was passed, at which time the board came into play.

Mr. Deans: Right.

Mr. Cassidy: Mr. Chairman, just to set the record straight—

Mr. Martel: It was passed. That's what bothers me. They violated what was passed. They didn't have a right to say the Legislature voted this but we as a Board of Internal Economy are going to pass this.

Mr. R. S. Smith: Oh no.

Mr. Martel: You don't have the right to do it. Seven of you don't have that right.

Mr. Cassidy: Mr. Chairman, I agree with Eli. You don't have the moral right to do it.

Mr. Martel: No they don't.

Mr. Cassidy: It is a moral right, unfortunately, in the sense that if the board decided to pay \$2,000 a year to the people, it could have done that. The final part of our report, because it was not possible for a committee to recommend expenditures, was that the committee recommends that the Board of Internal Economy give immediate and urgent consideration to the recommendations of the commissioners respecting constituency offices.

So in effect, the resolution that was adopted by the House was that the Board of Internal Economy give immediate and urgent consideration to those recommendations. You did that. The Board of Internal Economy did that, but the results were certainly not in the spirit of the Camp commission recommendations.

Hon. Mr. Welch: I think that's an important distinction, because that's why I wanted to know exactly what the Legislature had passed.

Mr. Cassidy: You are hair-splitting though, Mr. Minister, if you say it's a distinction.

Hon. Mr. Welch: I think it's a very important thing. What did the Legislature pass? Mr. Martel's saying they passed one thing.

You're being very correct to say that they passed in principle the establishment of the constituency offices. The detail is important.

Mr. Cassidy: Mr. Chairman—

Hon. Mr. Welch: I'm not arguing with you. I'm only saying that perhaps over the supper hour it would be important for us to really document exactly what happened.

I know that in some discussions I was in, the comparison was being made with the Ottawa situation, which paid \$7,200. We felt that wasn't enough. There was some discussion back and forth as to whether or not we would follow the Ottawa model or develop our own. I can't remember anybody making the point—and after all, we are all together on the board—I can't remember anyone in those discussions making the point that the matter had been established for us by the Legislature.

Mr. Deans: No, you're right.

Hon. Mr. Welch: I can't remember anyone making that point.

Mr. Cassidy: Mr. Chairman, we're not privy to—

Mr. Breithaupt: Indeed the minutes may show that it could well have even been seconded by Mr. Deans or by me, I don't even recall, but the consensus was that the attitude, certainly expressed within the board, was that the amount was what would, on balance, seem to be satisfactory to the board generally and—

Hon. Mr. Welch: No, I think it's very important to establish—

Mr. Breithaupt: I don't remember any particular dissension from any of us on this. [5:45]

Mr. Cassidy: Mr. Chairman, and to the minister in particular because he represents the majority of people on the Board of Internal Economy—

Hon. Mr. Welch: I'm a member.

Mr. Cassidy: But I mean your party has a majority of the members.

Hon. Mr. Welch: We speak as individuals on the board.

Mr. Cassidy: Well, okay.

Hon. Mr. Welch: I think it is important to establish that point. I don't feel bound to a collective view.

Mr. Cassidy: Well, insofar as the House had the power, the House said adopt the Camp committee report and make those salaries commensurate when you establish the constituency offices.

Hon. Mr. Welch: I would like to satisfy myself that that's exactly what the Legislature said to the Board of Internal Economy.

Mr. Cassidy: We could not tell the Board of Internal Economy to do it because the Legislature does not have the power to initiate a money recommendation.

Hon. Mr. Welch: I think that is an important point. I think what we did—and I think we should document this—I mean, I have been hearing, I am sorry to have been late but—

Mr. Cassidy: We are sorry you are late too, Mr. Minister.

Hon. Mr. Welch: —but the point is that you have been spending a great deal of time pounding the Board of Internal Economy for violating what the Legislature told it to do. The point is, what did the Legislature in fact tell the board to do?

Mr. Shore: That's the question.

Hon. Mr. Welch: I am suggesting to you that the Legislature adopted the recommendation in principle that constituency offices be established, and left to the Board of Internal Economy the organization of them.

Mr. Cassidy: Oh no.

Mr. MacDonald: Mr. Chairman, let's assist the minister in finding what was in the report.

Hon. Mr. Welch: At no time—and I am not suggesting anyone should share this blame, I take the full responsibility—

Mr. MacDonald: Mr. Chairman, this is the report of the select committee—

Hon. Mr. Welch: I want the motion that was passed by the House. What was the motion that was passed by the House?

Mr. MacDonald: To adopt it.

Mr. Cassidy: To adopt the report of the committee.

Mr. MacDonald: And the relevant paragraph in this select committee report reads:

The select committee concurs in the recommendation of the commissioners, [namely the Camp commissioners,] that each elected member of the Legislature be

entitled to a constituency office and to the service of one employee, each at the expense of the public Treasury. The costs of the premises will vary significantly but the Treasury should be prepared to pay for reasonable space at going rates.

Hon. Mr. Welch: So far, so good.

Mr. MacDonald: It continues:

Additional salary for office help will be commensurate with salaries paid to the employees of the members in their legislative offices.

That's part of the report, adopted unanimously by the Legislature. Because they couldn't put a dollar sign on it, they have later given instructions to proceed, to implement the constituency office. You had a clear directive as to what should be the guideline for the establishment of a constituency office and the salary to be paid, and I submit you violated it.

I am really interested in this, not so much for the substance of this case or any other case, but I think the Camp commission was eloquent and accurate in terms of what has happened to the Ontario Legislature because of the subservience of the Legislature and the Speaker—and the Clerk and everybody else in the damned setup—to the government, to the Ministry of Government Services, and to various people in the PM's office at various times down through the years. I could give you chapter and verse of how things were road-blocked for years, things that were needed around the Legislature, because somebody in the PM's office said no.

Whether they were doing that on their own or whether they were doing it under the instructions from the PM, I don't know. That is the kind of thing we want to get away from. We want a genuinely independent Legislature, with a Board of Internal Economy as the people who are making the decisions with regard to its expenditures. And any time that there is quiet, subterranean pressure behind the scenes, with dictates as to what should be done, and ceilings put on it and things of that nature, I submit is violating that independence.

Mr. Cassidy: Mr. Chairman, just to close off, I will be repetitive right now because the minister was not here earlier. I do regret the fact that you were not here, and I hope you will stay for the rest of the estimates, Mr. Minister, along with the House leaders from the other two parties who have given their time to be here from the beginning of this afternoon.

Hon. Mr. Welch: Fine. I appreciate that advice and counsel.

Mr. Cassidy: I just wanted to say that, along with a number of other members, my riding association is paying about \$2,500 a year in order to top up the salary of the constituency worker, to give her the same salary that is given to my secretary in this place; and that is happening on a number of occasions. In fairness, there was nothing else one can do.

Mr. Chairman: Thank you. The next speaker, Mr. Laughren.

Mr. Laughren: Thank you, Mr. Chairman. I will be very brief.

I certainly appreciated the points that Mr. MacDonald made. I think they are excellent. Particularly the whole principle of the Legislature passing that vote and then our being required to implement what was passed.

There are just a couple of things that bother me, as a member from a very large riding, that I think the Board of Internal Economy is being very nit-picking about. It has to do with the whole question of the use of the assistance in the riding.

For example, there are things going on next week in the riding and I can't be there; at least I should not be there because I should be here. It would be very nice if my assistant could go. It happens to be 200 miles away from the constituency office, but I see no reason why that assistant couldn't go and attend that meeting and take down the details and meet with those people. When my assistant comes back, we then talk about it and proceed in the normal way. But at the present time there are great restrictions on what can be charged as expenses.

I see no reason why that would not be considered a legitimate expense for a large riding. That's as important, or more important in a riding like that, as postage is in a riding like Riverdale, or in one of the Toronto ridings. I don't think that's extravagant; I think it's serving the community and serving the riding.

I would like to see a little more flexibility on the part of the Board of Internal Economy. I realize there are limits and I'm not fighting against the limits. I think the salary thing has to be raised, of course, but I think that within the ceilings, as long as those ceilings are established, then there should be more flexibility.

The one final point I would make is that I'm not sure to what extent the Board of In-

ternal Economy can handle this, or whether I should address this to another vote, but on the whole question of members' travel within their own ridings—large ridings.

Hon. Mr. Welch: That's before the board now.

Mr. Laughren: Okay, I think that is something that is—

Hon. Mr. Welch: In fact we were just discussing that this morning.

Mr. Laughren: It is not given sufficient consideration taking into account the needs of northern members.

Hon. Mr. Welch: I think that is being studied.

Mr. Deans: It is presently being recalculated.

Mr. Laughren: How about the other question, about the use of assistants?

Hon. Mr. Welch: I can't remember that being discussed recently.

Mr. Deans: The travel matter has not yet been discussed by the board; the matter of mobility of constituency workers. The parallels that I draw with it are this, that I go to Hamilton frequently and I meet John Munro's constituency worker who is at meetings representing the minister, and I meet other people in similar capacities. I'm not sure how you work it out yet, but it's the sort of thing we should have before the board.

Mr. Laughren: If it's within the ceilings, though, I don't think you need concern yourself.

Mr. Deans: You mean within the 12 cents?

Mr. Laughren: Yes, whatever that ceiling is. It is part of the expenses of operating that constituency office.

Hon. Mr. Welch: I think we've got to take into account, if I might say so with the permission of my colleague, that after all we did in a supplementary way respond quite quickly and there's \$1.6 million, nearly \$1.7 million put in there. We've got to get this whole institution operating and I think this is a very appropriate time to start raising questions as the hon. member has.

I think we should be patient and get the thing started; I think it's working fairly well.

Certainly my office is working very well. The volume of telephone calls is absolutely out of this world; it's very successful.

There may be some things to which we should be giving some thought, and I think this is the time to mention them. But I don't think we should be overly critical with respect to the fact that some of these things perhaps have not all been anticipated in advance of the establishment of the offices.

Mr. Bounsall: As long as you change it next time.

Hon. Mr. Welch: I'd like to really reserve some comment, as we're still on this vote of constituency offices, to review the minutes with respect to that salary situation and just to refresh my memory on how that was developed. I think there is another side to that story, which should go on the record. I would like to do that; but maybe we could do that at some later time.

Mr. Chairman: Thank you. Mr. Martel, I had your name down, but you got some questions in there a little bit out of order. Are you satisfied?

Mr. Martel: No, there's a couple of other points I want to raise.

Hon. Mr. Welch: That's very consistent with the member.

Mr. Chairman: It's just about 6 o'clock, maybe we could—

Hon. Mr. Welch: Is 13 carried?

Mr. Martel: No.

Mr. Cassidy: Mr. Chairman, I just wonder, if this area has been sufficiently explored, could we agree that at 8 o'clock we go into the general discussion, which we had agreed upon?

Mr. Deans: I might say, and apologize in advance, I have a speaking engagement to-night and will not be here.

Mr. Cassidy: We appreciate that.

Mrs. Campbell: If we're breaking, could I just ask a question for clarification? If the minister is going to look into this matter of this minute as it relates to the salaries, would he also look into the matter of the minute which suggested that the cost of of-

fices should be considered in accordance with the going rate in the area, because that was equally part of the recommendation?

Hon. Mr. Welch: I know we laboured long and hard over this particular matter and there is quite a differential throughout the province.

Mr. Chairman: You don't want to carry the vote now then?

Mr. Martel: No, I don't want to carry it now.

Hon. Mr. Welch: It will be difficult after 8.

The committee recessed at 6 p.m.

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Legislative Assembly

Legislature of Ontario Debates *Committee*

SUPPLY COMMITTEE — 1

ESTIMATES, OFFICE OF THE ASSEMBLY

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Thursday, April 22, 1976

Evening Session

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

THURSDAY, APRIL 22, 1976

The committee resumed at 8:07 p.m. in Committee Room No. 1.

ESTIMATES, OFFICE OF THE ASSEMBLY (continued)

On vote 201:

Mr. Chairman: I guess we have a quorum. We'll carry on with vote 201, item 13, constituency offices. Mr. Martel, do you have a question?

Mr. Martel: I understand the ministers were going to respond. Is that correct? I understand Mr. Welch looked over some of the material over the dinner hour and there was to be some type of response from the board. I'm not sure if the two ministers who are now present were filled in with respect to that matter.

Mrs. Campbell: That's why they're here.

Mr. Martel: I know; I would just as soon hear from the ministers if they are able to answer.

Hon. Mr. Auld: You're speaking of the constituency offices, in particular the salaries of the secretary or secretaries?

Mr. Martel: Right.

Hon. Mr. Auld: As I understand it, there is some concern about the fact that there is presently a \$9,000 maximum for one person or a total of \$9,000, for a number of people, and the question is, how did the board arrive at that figure. Is that correct?

Mr. Martel: Yes, based on what was in the resolution and the select committee report, which was submitted to the Legislature and, in fact, adopted unanimously by the Legislature. I've been trying to find out for some time how, first of all, the board could go against the vote of the Legislature and on what it based its decision. We got some idea of the basis of the decision from Mr. Breithaupt when we put him in an unfair position.

Hon. Mr. Snow: Oh, he's a member of the board.

Mr. Martel: Yes, but we have not been able to determine why you went against a vote of the Legislature. Surely when it passes a motion, the motion should be that which is acted on.

Hon. Mr. Auld: Mr. Fleming is showing me the relative part of the Camp commission report.

Mr. Cassidy: The relevant word which Elie just hasn't happened to have used was that those—

Mr. Martel: Was commensurate.

Mr. Cassidy: That's right, that the salaries of the staff in the constituency offices be commensurate with the salaries for the support staff for the members. That's what we are upset about.

Hon. Mr. Auld: The support staff range, I understand, for the members' secretaries runs from \$8,409 to \$11,020, currently. I don't know that there are any at the bottom of the range, but there are some secretaries in around the \$9,000 mark.

Mr. Cassidy: Not in our caucus.

Mrs. Campbell: Not in our caucus.

Hon. Mr. Auld: Actually, the original thought was that we should take the example of the federal government. As we understand it, the members' riding secretaries are presently paid a maximum of \$7,200. There was some discussion in the board, in fact a lengthy discussion about this. We came to the conclusion that, really, if we were to take the apparent responsibilities at this point in time, because we are just starting, they would be less than probably the secretaries for the members in Queen's Park, and we would take something over what the federal riding secretaries are presently being paid because we understand that that is being reviewed at the present time, and we came up with the figure of \$9,000 as a maximum.

Mr. Martel: Yes, I understand pretty well but—

Hon. Mr. Auld: The Camp commission said—Mr. Fleming has just handed me the recommendation:

Terms of leases and salaries for those employed [This is in the riding offices] should be negotiated by the individual member, and be approved by the Speaker, who should also, in our judgement, recommend sensible guidelines and expenditure ceilings.

Mr. Martel: But it goes beyond that as well in the Camp recommendation. The Camp recommendation also says that the salaries should be commensurate with the salaries paid to those secretaries working for the members at Queen's Park.

Hon. Mr. Auld: Commensurate can mean many things, because it relates to the range and also the responsibilities.

Mr. Martel: Maybe my interpretation of the word "commensurate" and yours obviously are quite different. Commensurate in my vocabulary means roughly the same.

Hon. Mr. Snow: Anybody got a Webster's?

Mr. Martel: And roughly the same isn't \$2,200 difference.

Hon. Mr. Auld: Then if the Camp commission had meant it to be the same, I think they would have said "the same."

Mr. Martel: The recommendation of the select committee says:

Additionally, salaries for office help should be commensurate with salaries paid to the employees of members in their legislative offices.

That's what it says on page 60.

Hon. Mr. Auld: But it didn't say "the same."

Mr. Martel: It says "commensurate." What does commensurate mean?

Hon. Mr. Auld: Commensurate can mean a lot of things like—

Mr. Martel: I am not sure commensurate can mean a lot of things.

Hon. Mr. Auld: Whether they are the same responsibilities.

Mr. Martel: I think mine back home has more in that she has to face all of the constituents who walk in during the day, plus she has certain things that she does totally that the secretary down here never looks at; such things as compensation, which are high-

ly intricate, highly complicated dealings—the Child Welfare Act, the Family Benefits Act, and the General Welfare Act. She's responsible for some of those; and those are the most complicated types of operations that a secretary could have.

But when you start to break it down, what you are trying to do, Mr. Minister, of course, is that you are asking for a real hodge-podge if you say, "Well, this secretary works harder." One member might say, "Well, my secretary in the riding doesn't work as hard." And the other one says, "Well, mine works harder in the riding." Are you saying you are going to cut the salary here?

Hon. Mr. Auld: No, I would say that probably what you would have to do is make sure that your secretary here was carrying out all the responsibilities for which she or he is being paid; and that your secretary in the riding would not have to duplicate those efforts, and would pass along the information. [8:15]

Mr. Martel: No, not one jot of work do they do. My secretary, in my riding, does all of the Workmen's Compensation cases. She is involved in all the family benefit cases, she is involved in all the general welfare cases and she is involved in all the GAINS pensions. These are some of the most complicated types of cases going that she is involved in, whereas my secretary who is here deals primarily with the people for whom there is no agency back north that they can cope with or deal with. She knows the people in the Ministry of Housing when you are talking about getting a land building permit in the unorganized townships and so on. The secretary, who can just phone over and talk to Mel Farrow from the ministry, does that type of work here.

They are two distinct types of work. They are separate simply so that we can give the best service to the people in the area. One reason is, for example, in all of the things that involve money, when somebody comes to our office up north and has a cheque missing, he can't afford to phone down here. He needs his cheque as quickly as somebody can get to work on it. She handles totally, when I am not there, those types of cases. Her work is no different from that of the secretary here. It is just that we have divided it up.

Hon. Mr. Auld: Your secretary in your riding could call your secretary here or call you here—

Mr. Martel: She does every day.

Hon. Mr. Auld: —and do it, and the work in dealing with the various ministries or agencies could be done from your office here.

Mr. Martel: Sure, but that is crazy. Why would she phone me to give me the information so I could pass it on to my secretary here to do the work? There is no sense of having a secretary back north.

Mr. Laughren: It is really incredible.

Mr. Shore: It really is. I really believe that the original issue that we were trying to discuss here—

Mr. Martel: The word “commensurate.”

Mr. Shore: —and Mr. MacDonald brought the point out and I felt strongly on it—was whether they contravened intentionally or otherwise the meaning of the Legislature’s vote. What I have heard here immediately is if there is a spread of \$8,400 to \$11,000—and I am not qualified to know what commensurate is but I have my own definition—I personally think that it falls into that guideline. I think that is the issue. Even though I said before whether it is a right figure or a wrong figure, the issue that I was strongly feeling on, as Mr. MacDonald and others pointed out, was did they or did they not contravene it. My immediate reaction, if that is right, is I don’t think they have.

Mr. Martel: Sure they have.

Mr. Shore: The debate may well be whether \$9,000 is sufficient or whether it isn’t sufficient, but as I say, commensurate is somewhere in a range. If the range of secretaries right now is \$8,400 to \$10,500 or whatever it is—

Mr. Martel: It is \$11,200.

Mr. Shore: Let me get that point clear. I don’t know whether it is or not. The minister has stated that it was \$8,400 to \$10,500 or something.

Hon. Mr. Auld: It is \$8,409 to \$11,020.

Mr. Shore: Well, I would like to have that clarified.

Mr. Cassidy: Perhaps we could have what the secretaries receive in various offices here. Ours get \$11,200 or so.

Mrs. Campbell: Ours do too.

Mr. Chairman: I think we will ask Mr. Miggiani.

Mr. Cassidy: How much do the secretaries receive in the three caucuses here?

Mr. Miggiani: The caucuses?

Mr. Cassidy: Yes.

Mr. Miggiani: We have no jurisdiction over that.

Mr. Cassidy: You pay the bills.

Mr. Miggiani: The caucuses are entirely different. You will have to go to the payrolls.

Mr. Cassidy: What are the payrolls then? How much do the NDP secretaries receive on an average? How much do the Liberal secretaries receive on an average? How much do the Conservative secretaries receive on an average?

Mr. Miggiani: To answer that question I will have to go through the payrolls.

Mr. Cassidy: Could we have that information in 10 minutes, please?

Mr. Miggiani: I will try to locate the payrolls.

Mr. MacDonald: Mr. Chairman, on a point of order, so that everybody will not wander around in darkness any longer, the definition of the word “commensurate” is “equal in measure or extent.”

Hon. Mr. Auld: That is not quite true.

Mr. Laughren: It is not a Tory definition is what he has been trying to say.

Interjections.

Mrs. Campbell: The other aspect is that in this particular recommendation there were two things. This was one. The other one which was equally clear and which I don’t think can be fudged was that the riding office rentals would be in accordance with the going rates in the locality. You didn’t follow that either. I don’t think you can possibly fudge that.

Mr. Martel: Oh, give him time.

Hon. Mr. Auld: I would say that you can rent the necessary accommodation—

Mr. Martel: A latrine—in Toronto?

Hon. Mr. Auld: —in just about any municipality in the province within that guideline. It may not be the most convenient place perhaps, but I would think that from the discussions that we had and from the figures that were produced about office rentals, that that is a reasonable sum, because we’re really not talking about 1,200 sq ft.

Mrs. Campbell: Perhaps you might speak with your own member on the commission—one of your own members—who felt that that wasn't going to be useful for him.

Mr. Morrow: No, I said I thought that would be satisfactory. I've rented my office, for example.

Mrs. Campbell: It wasn't you.

Mr. Morrow: Two hundred and fifty dollars.

Mrs. Campbell: You were the chairman, it wasn't you at all.

Mr. Martel: As chairman, you might have conveyed the commensurate opinion because you knew full well what we were talking about when we talked about commensurate salaries, Mr. Chairman.

Mr. Laughren: No, he wouldn't do that.

Mr. Martel: Yes, you knew what we were talking about, and it wasn't the spread of \$2,200. I just find it offensive, I'll be quite frank with you.

Mr. Morrow: I wasn't at the meeting.

Mr. Martel: I find it offensive that the Legislature by unanimous vote says "salaries that are commensurate," and I don't find my secretary's salary in my riding commensurate with my secretary's salary here. I find it falls short by over \$2,000, and in any man's language, except maybe for Mr. Shore, that isn't commensurate.

Hon. Mr. Auld: Well, Elie, the only thing I can say is that we are starting off on this. We took the federal experience which is across Canada. We added significantly to it.

Mr. Cassidy: Have you no respect for the two people or no understanding about—

Mr. Martel: Why don't you then pay the members of this Legislature? If you are so generous that way, why the hell don't you do it for the rest of the members in this Legislature and say, "Use that for the argument, if you want" for a change?

Hon. Mr. Auld: Frankly, on that basis, I would rather go to comparison with Quebec.

Mr. Martel: Frankly, I want to talk about the hypocrisy around this place in a few minutes. It is always used. You did it last week when you brought a bill in on GAINS. You chose that part of the federal legislation which was suitable to you. The second part, the escalator clause, you chose to

leave out of the GAINS programme. You always take the suitable.

Mr. Chairman: I believe we're getting a little off the subject here.

Mr. Martel: No, he's talking about the federal programmes. So am I. They pick and choose. If you're going to talk about federal programmes, introduce the whole range. Not just pick-and-choose.

Hon. Mr. Snow: Let me just say something.

I think when the board discussed this—and all the members—I don't remember any disagreement. I have been at most of the board meetings over the guidelines that were established, but we considered the many different circumstances and the many different ways in which a member would operate his office.

Some will operate with full-time secretaries, some will operate with part-time secretaries. I have a nice office in Oakville—and Oakville isn't a low rental area—in a brand new professional building in downtown Oakville. No one was ever in it before. I have an office of 300 sq ft or something, and I pay \$150 a month for it, including all services.

Mr. Martel: I'd look over my shoulder, if that was me.

Mrs. Campbell: We would like to know a little more about that agreement.

Hon. Mr. Snow: I'll tell you. You can investigate it if you want, but that was the rent that was asked. That is the lease that is signed and in the hands of the administration people.

Mr. MacDonald: Did they know who you were?

Hon. Mr. Snow: —the federal member in my riding has, I understand, two girls—one works in the morning and one works in the afternoon. I don't know what he pays them or anything else, but that's the way he chose to run his office. He has two part-time girls.

I think some of the members in the larger ridings will probably want part-time people in two or three different communities throughout the riding. So, when the board established this, we tried to establish what we felt a reasonably competent secretary could be hired for in the average riding, and make that amount of money available to the member, whether he wanted to hire five part-

time girls or one full-time girl—or whatever he wanted.

Mrs. Campbell: You did set it up on the basis that it would be female—

Hon. Mr. Snow: Well, male, female, whatever you want.

Mr. Martel: All I'm saying is, you ignored the vote of the Legislature and that's what bothers me more than anything. When you looked at the resolution, you really ignored the unanimous vote of the Legislature, and I really don't feel you had a right to do that.

Hon. Mr. Auld: I don't agree with you, Elie. I think we took the sense of the recommendations—

An hon. member: But not the spirit.

Hon. Mr. Auld: —looked at the great variety of circumstances that applied and came up with a recommendation which was actually higher than the original proposal had been—

Mr. Cassidy: Higher than whose original proposal?

Hon. Mr. Auld: —but not the same as the maximum salary.

Mrs. Campbell: Their original proposal.

Mr. Martel: Oh, you mean your original proposal?

Mr. Cassidy: You live in a little world of your own; is that right?

Hon. Mr. Auld: No, we were looking at the federal example but we had to start somewhere.

Mr. Cassidy: But you weren't looking at the instructions from the Legislature.

Mr. Martel: The instructions from the Legislature don't say that.

Hon. Mr. Auld: Yes we were.

Mr. Martel: You shouldn't do that; I wish you'd stay with it. You Liberals have more positions than Masters and Johnson.

Mr. Shore: If anybody knows about Masters and Johnson it's you, Elie.

An hon. member: You're right.

Mr. Martel: I've got that many positions.

Mrs. Campbell: The minister stated he thought what they allowed was fair for the offices because he thought you could get

them. We know some of our members are going to have to pay more for their offices.

It's too bad that Mr. Morrow wasn't at the meeting at which this discussion took place, because we were trying very hard to find the way to define in precise terms what we meant. The chairman said he wasn't at this meeting.

Mr. Martel: No, the chairman wasn't there.

Mr. Morrow: No, I wasn't at the meeting of the Board of Internal Economy.

Mrs. Campbell: He knows we struggled with the wording because it was very clear we felt there should be some flexibility for office rental. He's nodding his approval. Also, we felt salaries should be commensurate, or about the same as here. We couldn't word it any stronger than we did because of the restrictions on us to bring forward a specific amount of money. I think it's too bad that, if this is going to be the way it works, that at least there can't be something in parenthesis to indicate the figure we have in mind; but that is not allowed.

I don't think, and Elie can say what he likes, I don't think that you legally did anything wrong. Morally, I have very serious questions about the recommendations.

An hon. member: Margaret, that's a position—

Mrs. Campbell: No, I think it's a perfectly straightforward position.

Interjections.

Mrs. Campbell: He wasn't a party to what we were talking about in the committee. For goodness sake, you can't go by that.

Mr. Laughren: I'm not trying to drive a wedge in the Liberal Party.

Mrs. Campbell: You couldn't. I question the moral right of a board, constituted as you are, to really fly in the face of a resolution of a committee which was approved by the House.

Mr. Chairman: Any of the ministers want to respond to Mrs. Campbell?

Hon. Mr. Auld: Yes, I'm ready to respond. I would say that I would disagree with Margaret, which is no surprise.

Mr. Laughren: Which Liberal position have you been in?

Mr. Fleming: The figures have been asked for and they're as follows: Government cau-

cus, the bottom range is \$365 bi-weekly or \$9,538 annually; the second range is \$394 bi-weekly, \$10,279 annually; the top range is \$405 bi-weekly, \$10,599 annually.

For the official opposition, \$380 bi-weekly or \$9,913 annually; the second range—

Mr. Cassidy: Can you just give them annually? I think it's easier.
[8:30]

Mr. Fleming: Okay. The second step of the official opposition is \$10,957; and the third step, the top step, is \$11,140.

The Liberal range is \$9,913 at the bottom; \$10,435 medium; and \$10,957 at the top.

An hon. member: You blew it, Jim.

Mr. Martel: Isn't that amazing? How does that grab you now?

Mr. Shore: I asked for information. I heard a statement from the minister that said \$8,400. I haven't seen it come up yet.

Mr. Martel: You've got to learn around here, never believe them.

Mr. Shore: Go back to sleep, Elie. I haven't seen any \$8,400 come up here.

Mr. Martel: You've got to learn not to believe them.

Mr. Shore: No, I'll believe them until it's proven otherwise.

Mr. Martel: It's just been proved—\$9,000 for the riding office secretaries and there's no one within \$500 of that.

Mr. Cassidy: Could Mr. Fleming tell us if it is the case that anybody who's been around in those caucuses, say for a year, moves up to the top range?

Mr. Fleming: There is a definite progression.

Mr. Wilson: Approximately every six months.

Mr. Cassidy: The career range, then, after a year ranges between \$10,600 and \$11,100, is that correct? Depending on which caucus you're in?

Mr. Fleming: I have no official information except for the Liberal caucus. There are 15 members' secretaries in the Liberal caucus at the \$9,913 range so I presume they're new people.

Hon. Mr. Auld: Let us remember that the caucuses can pay their secretaries, really,

whatever they want as long as they are within the budget for the allotment per caucus.

Mr. Cassidy: What's that got to do with the word commensurate?

Hon. Mr. Auld: Nothing really.

Mr. Cassidy: Okay. The resolution was that the salaries paid to the people in the riding offices would be commensurate with the salaries paid to our employees here. Commensurate is clearly, therefore, that somebody who's been in a riding office after a year, at any rate, would be in the range of \$10,600 to \$11,100. There isn't—

Hon. Mr. Auld: I don't think so, because the caucus allotment of money is within the total discretion of the caucus and the party, whichever party, as to how they allot it. There is nothing to prevent, as I understand it, the caucus from paying salaries of \$8,000 to secretaries and hiring another 30 researchers. I don't think you can make—you were attempting to compare apples with oranges because in this case—

Mrs. Campbell: No, now don't you start that.

Mr. Cassidy: No. The caucuses can pay \$5,000 to the secretaries, but that's coincidental. It is no accident that given the market and given the nature of the job and so on, all three caucuses have come up with salary ranges which are roughly comparable.

Mr. MacDonald: Just stick with the facts. These aren't in the caucus allotments now; they're under the Speaker.

Hon. Mr. Auld: Pardon?

Mr. MacDonald: The secretaries aren't in the caucus allotments.

Mr. Breithaupt: That's correct.

Mr. MacDonald: They're under the Speaker and that's why they're roughly comparable. You're just a year out of date.

Mrs. Campbell: Did you check with Mr. Fleming before you came up with this thing?

Mr. Fleming: This is a specific item in the vote for members' support services and that is where the members' secretaries are allocated. It doesn't come under the administration or under the Speaker as such.

Mr. MacDonald: It doesn't come under the caucus?

Mr. Fleming: No, it doesn't come under the caucus, but in fact this—

Mr. MacDonald: Right. As a matter of fact the NDP has tried to keep them under the caucus so that we might respect the integrity of the union.

Mr. Fleming: Right. This is absolutely separate—

Mr. MacDonald: But the Camp commission torpedoed that.

Mr. Fleming: You're right. This is a separate fund. It can't be mixed up with the caucus fund.

Mr. MacDonald: Not like research. The research is part of the caucus.

Mr. Fleming: Right.

Mr. MacDonald: The other point I wanted to draw to the attention of the Chairman of the Management Board is that the position at Queen's Park closest to a constituency office is that of the people you've hired in the citizens' inquiry branch. They do essentially the same thing. They respond to calls from the public. Do you know what you're paying them? Do you know? I'll tell you—\$15,000.

Mr. Martel: The Ministry of Community and Social Services, and they're paying them \$15,000.

Mr. Fleming: That's not our responsibility.

Mr. Laughren: That's not the point.

Mr. Martel: Pardon? That's not the point. Why are services for members always downgraded? That's the point. If you'll pay \$15,000 over there in the citizens' branch—where I guarantee you not one of my constituents knows the bloody thing exists because they can't afford the long distance call. I've never used it. I suppose beyond the confines of Toronto there aren't too many members sitting here tonight, from London—

Mr. Cassidy: They use our office because there's nothing else there.

Mr. Martel: Take London, for example, who can phone Toronto from there to get their pension cheque resolved? How many of your constituents phone the citizens' branch over here at Community and Social Services to get their problem resolved? Most of them don't even know the damn thing exists, but you pay \$15,000 a year for their salary.

Why is it, when it comes to members—I've never understood this madhouse—when it

comes to service for members we don't count? You've got to be a cabinet minister or you've got to be a civil servant, but don't be a back-bencher.

Mrs. Campbell: Yes, but their back-benchers do better in here than we do in space. Sure, don't give in on that one.

Mr. Martel: We're going to come to that one, that's why I've got the map here. We're going to talk about the map of the building in a few minutes. I want to show you the confines of the New Democratic Party in green; the confines of the Liberal Party in red, and the rest of the government members have the rest of this bloody building.

Mr. Morrow: Let's get the rest of these estimates over with.

Mr. Chairman: Mr. Shore, did you have your question answered?

Mr. Shore: Yes, I did.

Mr. Chairman: Mr. Conway.

Mr. Martel: I'm still on.

Mr. Chairman: We have Mrs. Campbell after you.

Mrs. Campbell: I was just trying to help.

Mr. Martel: She was just trying to be helpful. I was just allowing the ministers to respond. I don't think he responded very well, mind you.

Mr. Conway: I just had one very brief point to make. I won't take too much time.

Mr. Martel: I'm sorry, but when I left here at 6 o'clock, Mr. Chairman, you will agree that I was next on the list.

Mrs. Campbell: You were still on the list.

Mr. Conway: Mr. Chairman, in the interest of parliamentary discussion, I yield to the member for Sudbury East.

Mr. Martel: Are you gentlemen going to answer in kind of a frank way on what commensurate means?

Hon. Mr. Auld: I think one of your colleagues defined it.

Mr. Martel: Yes, right.

Hon. Mr. Auld: I don't know whether that was Webster or Oxford, but I assume there is very little difference.

Mr. Martel: We've got Webster and Funk and Wagnall.

Mrs. Campbell: We have Oxford.

Mr. Martel: We haven't got Funk and Wagnall then, we've got Oxford.

Mrs. Campbell: They will not believe Webster's.

Mr. Cassidy: On a point of order, Mr. Chairman, I think I should read into the record the definition in the Oxford dictionary. This is the shorter version. We can get the longer one if you wish.

Mr. Shore: Do you know how to spell it?

Mr. Cassidy: I'm just looking here. "Commensurate: Co-extensive or proportionate." That's not too helpful.

Mr. Morrow: That helped you out.

Mr. Cassidy: However, I took the pains—

Mr. Morrow: You've got the better dictionary.

Mr. Cassidy: —of looking up "proportionate."

Hon. Mr. Auld: It may get worse.

Mr. Cassidy: "Proportionate: In due proportion or corresponding in degree or amount."

Hon. Mr. Auld: I would say "degree" would be fairly close.

Mr. Cassidy: How about amount, Mr. Minister? Corresponding in amount?

Hon. Mr. Auld: If the same duties were involved I suppose it could be the same in amount, but I'm not sure the same duties are involved.

Mr. Martel: Are you telling us?

Mr. Cassidy: I can take that answer as a good one, isn't that right?

Mrs. Campbell: Do you really not think the members ought to have some vote, some voice as to whether or not they're performing the same function? Why should the internal—

An hon. member: You're well serviced.

Mr. Martel: That's what it all boils down to. Everything around this Legislature boils down to—well serviced?

Hon. Mr. Auld: Not in the agricultural sense, I trust.

Mr. Martel: You're well served there too, with—

Mrs. Campbell: Don't say it.

Mr. Martel: I won't.

Mr. Morrow: Mr. Chairman, may I ask a question of Mr. Fleming? Can I get a question in here? Are you finished?

Mr. Martel: I'm never finished, but go ahead.

Mr. Morrow: When would this matter come up again before the Board of Internal Economy? Would it not be before the beginning of the next fiscal year?

Mr. Bounsall: The supplementary estimates can come in.

Mrs. Campbell: Or Management Board orders.

Mr. Morrow: There isn't any way, is there, in which this could be changed at the present time?

Hon. Mr. Snow: Well, the Legislature can vote to increase an estimate.

Mr. Martel: We fought for an increase.

Mr. Morrow: Would it need a supplementary estimate?

Mr. Fleming: It would have to come in as a supplementary estimate.

An hon. member: I thought you people were against supplementary estimates.

Mr. Martel: No, you people violated the vote.

Hon. Mr. Snow: If you want to do it—somebody can correct me if I am wrong—if this committee were to vote to increase the amount of a vote—

Mr. Martel: We can't. We can't move a motion that costs money. Boy, you cabinet ministers should know that more than anyone.

Mr. Cassidy: You have been insulated from being a back-bencher for a long time.

Mrs. Campbell: They may have been doing it so much they have forgotten.

Mr. Morrow: You can't move a motion that would cause the expenditure of money, Jim.

Mr. Martel: That's why the Premier's statement about calling an election was such a critical one.

Mr. Morrow: That's why I am asking when it could be reviewed by the Board of Internal Economy so that it might be rectified.

Hon. Mr. Auld: Well, the board had supplementary estimates in March in the last fiscal year.

Mr. Bounsall: In other words, you could raise it and catch up with a supplementary estimate whenever it was the appropriate time to do so, even if it is 10 months from now. You could pay it now and submit a supplementary estimate 10 months from now if you had to wait that long.

Hon. Mr. Auld: It is possible, yes.

Mr. Martel: Dare I ask if the girls in the riding offices are going to get raises twice in the first 12 months, as they would here? Was that allowed? Here, we have \$9,500, \$10,200 and \$10,600 based, I suspect, on a starting salary and two increases in 12 months. There are no provisions for anything for secretaries in the ridings, are there?

Hon. Mr. Auld: No, the only thing that could be done, depending on how much money is in the total for the office of the Assembly, would be to give an increase by a motion of the board whenever there is an increase to everybody else. At the moment, as far as the bargaining unit is concerned, there is some arbitration going on. There have been some awards—some of them no doubt will go to the Anti-Inflation Board—and there will be some sort of raises because, as far as the staff of the Office of the Assembly is concerned—not the caucuses—the Act states that their benefits shall be the same as those of the civil servants.

Mrs. Campbell: Not commensurate with?

Mr. Martel: It's a strange, strange world we live in here.

Hon. Mr. Auld: Section 87 reads:

The employee benefits applicable from time to time to the public service of Ontario with respect to the matters referred to [in section 86] apply or continue to apply, as the case may be, to the permanent and full-time employees of the Office of the Assembly until a plan or system in relation to the same subject matter is provided by the Speaker under this Act; and where any such benefits are provided for in regulations made under the Public Service Act, the Speaker or any person authorized in writing by him may exercise the powers and duties of a minister or deputy minister of the Civil Service Commission under such regulations.

And there's a bit about vacation and sick leave.

Mr. Cassidy: Are you aware, Mr. Minister, of how many of the caucus secretaries are covered by that particular section?

Hon. Mr. Auld: None would be, because they are not employees of the assembly. They are employees of the caucuses.

Mr. Cassidy: They are employees of the assembly. How many of them are covered by that particular section you just read?

Hon. Mr. Auld: The caucus secretaries?

Mr. Cassidy: Yes.

Hon. Mr. Auld: None.

Mr. Cassidy: None? Why?

Hon. Mr. Auld: Because they are not employees of the assembly. They are employees of the caucuses.

Mr. Cassidy: No, they are employees of the assembly. We have just been through that. We have an item here for their salaries. Are you aware that they are all listed as temporary and therefore are entitled to none of those fringe benefits?

Hon. Mr. Auld: They are entitled to an allowance in lieu of fringe benefits—

Mr. Bounsall: No, they don't get that. They pay—

Mr. Cassidy: They pay that out of their salary.

Mr. Martel: You haven't got any concept about what the hell goes on around here.

Mr. Bounsall: They pay both halves of their CPP and their UIC.

Mr. Fleming: We pay that.

Mr. Bounsall: You pay the management half after the caucuses have had to deduct their half, so they end up in paying both halves of their CPP and their UIC.

Mr. Martel: Do you people have any concept—

Hon. Mr. Auld: The only thing I can tell you—

Mr. Cassidy: You don't know what happens and that's what makes us so angry! You haven't a clue what happens as far as backbenchers of any party are concerned. You are cosseted, you are protected; you live this little life of yours, cosy, and it's all done for you. And we're sick of it.

[8:45]

Mr. Chairman: We are a little out of order here.

Mr. Cassidy: I know we're out of order.

Mr. Chairman: Mr. Conway had a question—

Hon. Mr. Auld: Mr. Chairman, I think I should say what I said a moment ago, and that was the employees of the assembly are treated differently than the employees of the caucuses.

Mr. Bounsall: That's right, and to the detriment of employees of the caucuses.

Mr. Cassidy: Do you think they should be treated equally and the same?

Hon. Mr. Auld: I don't say that, this is what the Act says.

Mr. Cassidy: Do you think they should be treated the same; as far as fringe benefits are concerned?

Hon. Mr. Auld: As far as I am concerned, they should be treated as the Act indicates.

Mr. Cassidy: Then why don't you make the necessary moves to give them that status so they can get those fringe benefits?

Hon. Mr. Auld: Because the Act doesn't say that.

Mr. Bounsall: You can change the Act.

Mr. Cassidy: At the stroke of a pen you can change that by simply decreeing that they will get those benefits, by taking them off temporary status in the same way that Management Board can do that for any other temporary employee of the government.

Hon. Mr. Auld: And we complain.

Mr. MacDonald: Mr. Chairman, may I suggest another avenue? I suggest that the Board of Internal Economy has the right to do what it wants. What has not really been grasped—it's been grasped to some extent; I made this point this afternoon, let me just repeat it. It is the whole thrust of the Camp commission.

The thrust of the Camp commission, if I can give you two sentences, was a significant step in strengthening the role of the Legislature, to give some substance to the assertion that what happens there is important, that the Legislature is not simply a tail wagged by the governmental dog. However, we feel it is undesirable that the Legislature should seem to be dependent on the executive for its very existence.

The recommendations of the Camp commission were that the Board of Internal Economy would run an independent Legislature—not wagged, directed, pushed, cajoled by the government; run an independent Legislature. They would not have to submit their estimates to Management Board. When they have decided what should be spent, they report it to the Management Board.

I suggest to you that if you are going to live up to the spirit of the Camp commission recommendations in what it was seeking to do, that the Board of Internal Economy has a right, now, to add fringe benefits to those who are being paid if they come under their direction, to change what they want in connection with constituency offices and to report it to you, sir, as Chairman of Management Board.

Hon. Mr. Auld: Not to me, to the Treasurer (Mr. McKeough). Management Board has nothing to do with the estimates of the Board of Internal Economy.

Mr. MacDonald: I know they don't. Well, okay, they report it to the Treasurer. But I am saying you don't have direction over it in the fashion that you have over every ministry. The Board of Internal Economy is a separate entity representative of an independent Legislature and therefore what they decide to do becomes law.

Hon. Mr. Auld: That is right.

Mr. MacDonald: They don't have to worry about whether or not they are going to get supplementary estimates. They decide it and they report it to the Treasurer.

Hon. Mr. Auld: That is correct.

Mr. MacDonald: So let's come back to Don Morrow's question: "When can you review this again?" Don, you can review it tomorrow.

Mr. Morrow: We don't have a meeting tomorrow.

Mr. MacDonald: Whenever you want.

Hon. Mr. Auld: Let me remind you that I am one member of the board.

Mr. MacDonald: I realize it.

Hon. Mr. Auld: What we are talking about is the decision of the board in terms of caucus office costs and riding office costs and riding secretary maximums.

Mr. MacDonald: Right.

Hon. Mr. Auld: And this was a decision of the whole board.

Mr. MacDonald: But it was a decision reported to us—

Hon. Mr. Auld: It had nothing to do with Management Board.

Mr. MacDonald: Just a minute now. It was a decision reported to us this afternoon by at least one member of the board who said it became clear that this was the limit to which you could go. In a quiet, persuasive way it was indicated that this is what is going to be the figure set. Therefore the opposition spokesmen, House leaders on the committee, didn't continue the battle because they knew the dictate had come down—from where I don't know, but it had come down.

The point I am trying to make—and I repeat—is that you are violating what Campbell wanted to establish, to restore something of the historic integrity of a Legislature.

A Legislature is not something that is wagged by the government, that is subservient to the government. A Legislature, if it is going to play the kind of role it should play, should be an independent Legislature. The Speaker, incidentally, should be an independent Speaker too; that's what makes a bit of a mockery of all we are attempting to achieve here.

Apart from that, the Board of Internal Economy has the right to decide what should be done and no member of the Board of Internal Economy, those who were here and those who were not here, should for one moment suggest that anybody is ordering them around.

They can bring in a motion tomorrow, at the next meeting of the board, to change all of these things that have been spoken to during the consideration of these estimates. If it passes, it's reported to the Treasurer and he pays the bills.

Hon. Mr. Auld: I'm not arguing with that. I am simply here, as one member of the board, to say why the board came to the decisions that it did.

Mrs. Campbell: I think the question is have you really said that? We were advised that the opposition members, in effect, were told, or came to a conclusion of some sort, that \$9,000 was all that would be allowed. They are members of the board, too, as I take it. Why were they placed in that position? I think that is what is being asked. You have not explained that.

Hon. Mr. Snow: Mrs. Campbell, we all sit, six of us plus the Speaker, as members of the board. We don't particularly sit on that because we're in the ministry, we sit as members of the Legislature.

Mrs. Campbell: You still haven't answered the question.

Mr. Shore: Let me ask the two ministers if they remember at that meeting anyone, at any time, any place, stating that \$9,000 was all you were going to be able to get and from whom were they going to be able to get it? Could somebody answer that question?

Hon. Mr. Snow: I don't recall that statement being made. I recall considerable discussion. I recall the staff supplying us with information. It wasn't all decided at one meeting.

We asked the staff to find out what the average telephone bill would be for a business telephone in an office. We asked them to make up a list of furniture—which they did—for what might be required to furnish an office. They got three quotes from different companies on what it would cost to rent that furniture. They came back with this kind of information to us when we were trying to establish a reasonable value.

We realize that rents are going to vary considerably in all the different ridings. Some are going to own their own furniture; others are going to lease it. Some are going to lease used furniture; some are going to lease new furniture, perhaps. Taking all those things into consideration we also, rightly or wrongly, used to some degree the federal guidelines. The federal government, when it started riding offices, had a provision of \$2,400 per member for rental and furnishings, and \$6,000 for staff salaries.

Mr. Martel: They had staff salaries in Ottawa which you didn't include. They have three people working for them in Ottawa. You only pick and choose what's convenient to you.

Hon. Mr. Snow: On April 1, 1975, Ottawa raised these amounts to \$3,600 for the office and \$7,200 for staff. In looking at the staff requirements we did not feel—I'm speaking for myself; I shouldn't say we—I did not feel that the \$7,200 was sufficient. I did feel that the \$3,600 was, on average, because it's going to vary from one riding to another and on the taste of the member and how elaborate an office he wants.

Mr. Drea: Do you know what you can get in Toronto for the money you're providing?

Hon. Mr. Snow: We came to an agreement, at the board, that \$3,600 and \$9,000 should be the figures we put forward.

Mr. Drea: Do you know what you really get in Toronto for that? I would hate to tell you.

Mrs. Campbell: I can tell you.

Hon. Mr. Auld: Elie, you said that the federal members have three secretaries.

Mr. Martel: Three people in Ottawa.

Hon. Mr. Auld: The information we had, as of Jan. 8, was that members are allowed two secretaries each in their House of Commons office.

Mr. Martel: They also have a researcher in their office. We came back and you asked the members. Mr. Morrow was with us. The select committee went to Ottawa. Each member in Ottawa has a staff of three plus a riding secretary. You check with Mr. Morrow who is on the Board of Internal Economy. He's also the chairman of the select committee.

Mr. Morrow: Did we get the information that all offices had that or just some?

Mr. Martel: The overwhelming majority had them. They just gave them different names. One of them called him an executive assistant, someone called the third one a researcher; they had three classes of salaries, they ranged from \$15,000-something to the top salary. You didn't even look at that. You took what you wanted. The top salary is \$15,000 in Ottawa, the lowest is about \$11,000. You are playing little games. You choose what you want.

Hon. Mr. Auld: Are you sure every member is allowed a researcher? My guess might be—and I honestly don't know—that there may well be the equivalent of some of the researchers who are in our operation—

Mr. Martel: Ask Mr. Cassidy.

Mrs. Campbell: That is not so.

Hon. Mr. Snow: I can't argue the point. It was always my understanding that in Ottawa they had two staff. They could have two secretaries or they could have one secretary and one researcher, whatever they wanted.

Mr. Martel: Some have three, and they have one in the riding. I share an office with a federal member who has three people working for him in Ottawa and a secretary in the riding. He is in the same building I am in

and he has a staff of four. What bothers me, you didn't even pick the top. You people took a \$9,000 figure and said, "That's it." But Ottawa, if you want to be honest with what Ottawa does, they have an escalating thing; every six months they get a raise and they work up to \$15,000 or \$14,000.

There is nothing here. Our secretaries are frozen at \$9,000; they have no benefits and that's it. There aren't even arrangements made for them to get a raise at the end of six months, a year, two years, three years, holiday pay, nothing. It's \$9,000 flat and that's it. You haven't even provided the wherewithal.

I could tolerate it if I knew what they were going to get six months hence, how they were going to get raises, something; but you just say: "There it is, \$9,000. That's it, Frozen." Then you say, "We picked on Ottawa." Sure you picked the lowest denominator and you left it there.

Mr. Laughren: They don't even get holidays, so they get less than \$9,000.

Hon. Mr. Auld: The information I have, and that the board has, is that the members' secretaries in the ridings are paid \$7,200.

Mr. Martel: Right on. I don't dispute that for one moment.

Hon. Mr. Snow: And no increase this year. That is also our understanding.

Mr. Cassidy: All they do is handle errands. They simply phone up Ottawa on the trunk line and they say to the secretary in Ottawa, "Here's a case," and then the member's secretary in Ottawa handles it, because the people they hire in the riding at \$7,200—well, you simply can't get people unless you have a semi-volunteer who will do it and is capable of handling the work you pay \$15,000 for in the citizens' inquiry branch down here.

Mr. Chairman: Mr. Conway was next on the list.

Mr. Cassidy: Could I ask the minister just one question?

Mr. Chairman: Well, I had Mr. Conway on the list.

Mr. Conway: Just one point, with respect to this business of services to members. It's on my mind because just the other day it was brought home.

Subsequent to my election in September and being confined to my windowless cell in the cell block of the north wing, I found myself in possession of various and sundry things

in aid of my office, one of them being an IBM Execu-secretary, which is a dictating machine. At any rate, not so long ago the thing broke and I had to get it repaired or replaced. At that time it dawned on me that it would be very useful if I could have just a portable Philips, which I know to be exactly one-half the price of the IBM Execu-secretary. A person representative of the administration presented himself at my office and I asked him at that point what could be done about this? This thing was really no good to me. I'd much prefer the portable model.

He said: "Well, the policy of the administration is"—these were terms that were thrown around in a general way—"that can't be done." I said: "Oh, that's interesting, because it would be very much more useful to me. Why can't it be done?" He said: "It is the position of the administration that portable dictating equipment not be given to members." I said: "Oh, that's interesting, because the federal experience is otherwise." He said: "Well, members might steal them." I thought, that is interesting.

I've got a big riding and I have a lot of things to do. It is a riding that is 300 miles away, and I don't know whether I really appreciated the fact that I was being told that members might steal the equipment. I can appreciate the fact that portable equipment tends to get misplaced; that's something which has certainly got to be taken into consideration.

At that point, I simply indicated to the gentleman that in recognition of that possibility, would it not be wise—given restraint, given the fact that it would be much cheaper, and certainly from my point of view very much more useful—would it not make sense for me to simply sign something? Perhaps indicating a payment of twice the worth of the damn thing just so that I could have it. I was told no, the portable was not allowed to me because members might steal them. I thought it was a small point but it is perhaps instructive.

Mrs. Campbell: So is this attitude of this official.

Mr. Conway: I wanted to register that because I have since talked to some other people in other caucuses and they share with me that feeling of unhappiness. I wonder if Mr. Fleming would care to comment on that, given the fact that I believe there to be, within the range of the Ontario Civil Service, at least one or two people allowed the privilege of having portable dictating equipment.

Mr. Chairman: Is this in reference to equipment for your constituency office?

Mr. Conway: No, this is in reference to my office here, which would also—

Mr. Chairman: We are really on the constituency office vote, but if Mr. Fleming would like to give a brief reply, excellent.

Mr. Fleming: I think the answer, as you can imagine, is that with 125 members we have an incredible number of different arrangements and different guidelines. The Ottawa experience in this particular case has been that they were unable to keep track, as far as inventory is concerned, of Philips or whatever you have in portable equipment.

It was decided by the Board of Internal Economy that the House leaders could have the portable equipment but that it was just impossible, without somehow very much increasing the size of the administrative staff, to be able to keep tabs on all the types of equipment going around. As far as I know, it was a definite decision of the board that this equipment not be included. It's the same for portable calculators.

Mr. Conway: At that, I would just like to say that if that is the thinking of anybody in the Ontario government, it is specious, it is insulting, it is really very tragic. I think it is absolutely and totally indefensible. I think you could do with that equipment what the legislative library does. I can take out \$1,000 worth of books; I simply sign them out and I'm responsible for them.

Hon. Mr. Auld: Sean, I think you are perhaps misconstruing the concern. I don't think the concern was that the members were going to be stealing them. I think it was the question that they would be in the offices and many people come and go in the offices. The offices are not under constant supervision.

Mr. Conway: Mr. Auld, certainly as a member, I would accept full responsibility for that if it were taken from my office. As I said earlier, I would be happy to sign a bond of X number of dollars to cover the cost, understanding that these things can happen.

As a member with a big riding quite a distance from here, I have a lot of work to do and I find that that very expensive, very attractive desk model is dysfunctional. I don't think it too much to ask that consideration be given to that, because friends of mine who work for the government, who are transitory in much of their business, have what I can't get. I think it's perhaps a comment of some

instruction, vis-à-vis the role of a member and how he is treated in this particular context.

Hon. Mr. Auld: Mr. Chairman, if I could suggest—

Mr. Drea: Let's get back to—it really bothers me.

Mrs. Campbell: Yes, it bothers me, too.

Hon. Mr. Auld: If I could suggest one thing: The Board of Internal Economy is a new operation around here. It seems to me the way it is structured, with a member from each caucus, a private member, a number of the concerns being raised here tonight might well be raised by the caucuses and presented to the board through the representative from each caucus. As the member for York South (Mr. MacDonald) pointed out, the Board of Internal Economy is almost unique in that it is representative of the members to serve the Legislature.

Mrs. Campbell: Do the cabinet ministers have this equipment?

Hon. Mr. Auld: Portable equipment? I really don't know. I have.

Mr. Cassidy: Probably built into their plans.

Hon. Mr. Auld: I have a little IBM that hooks up with the one my secretary has as well as the one in my office.

Mrs. Campbell: But you can be trusted.
[9:30]

Mr. Conway: Is there any way that situation could be re-examined?

Hon. Mr. Auld: Well I keep it locked in my briefcase if I'm travelling.

Mr. Bounsall: How many have you lost in two or three years?

Hon. Mr. Auld: Had one stolen in the office about six years ago.

Mr. Conway: I just bring it to the attention of the group simply because, first of all I find it a very significant comment that the aspersion would be cast that members would either steal them or they would be stolen from members. Secondly, I just think that in the interest of providing effective service, economical service in this case—because the one I've got is, as I say, more costly and it's going to be more difficult—I just wondered if this situation might be re-examined in the interest of members who apparently are

very much the concern of the board and of the administration. That's my point, Mr. Chairman. I thank you for allowing me the time to make it.

Mr. Bounsall: Just on that point, we could probably insure that portable equipment under the insurance we have for our constituency offices, so that if it is stolen there would be a replacement value obtained. But even if that couldn't be arranged I agree entirely with the last speaker that we should have available to us, one per member if they want it, that kind of portable equipment. I prefer to travel from Windsor to Toronto by train and that four hours is a dead loss without some portable recording equipment.

Mr. Shore: Have you got one?

Mr. Bounsall: No.

Mr. Chairman: Mr. Drea.

Mr. Drea: No, Mr. Chairman, I don't want to interrupt Mr. Bounsall. I'm certainly willing to turn it back to Mr. Conway. But I must tell you that I am absolutely appalled, and the question has not yet been answered. I want to know, as a member—and I will tell you I haven't applied for any portable equipment or anything else—who said that when members obtained equipment for the government that they were liable to steal it? I want to know that right now.

Hon. Mr. Auld: I don't think anybody has ever said that.

Mr. Drea: Well Mr. Conway said it exactly two minutes ago. I want to know who said that.

Hon. Mr. Snow: It was never said at any board meeting that I attended.

Mr. Conway: To clarify the position, it was definitely a gentleman from—I think it was Mr. Fleming's office and I asked him just what was the justification, because I was quite surprised to find that I couldn't have one. I said: "What is the position of the administration?" The position of the administration, he said, very clearly, was that the government felt very strongly about the fact that these might be lost or stolen by or from members.

Hon. Mr. Snow: Who felt that way?

Mr. Conway: Well this was the position as he stated it on behalf of, I presume—

Hon. Mr. Snow: You stated that the government felt. The government has nothing to do with this.

Mr. Conway: All right, it was certainly the—

Mr. Fleming: Mr. Stewart Nelson, I might explain, is in charge of all this equipment; he is from our office and—

Mr. Conway: I believe that was the gentleman.

Mr. Fleming: I honestly can't say whether he used a term like that or not. If he did it's very unfortunate.

Mr. Campbell: Mr. Conway says he did, surely—

Mr. Conway: I don't want to put Mr. Nelson on the spot because he was very accommodating. I talked to Mrs. Catherine Dysart in our office about the matter as well and she said, as I remember her discussion, that was the feeling, that portable equipment would or could be stolen, or might be mislaid by the member. Oh yes; definitely.

Mr. Chairman: Mr. Drea had the floor.

Mr. Breithaupt: Mr. Chairman, I should perhaps get in on this for a moment in that the matter of portable equipment was discussed at the board meetings, and I think there was general feeling that these items are very attractive and certainly can go astray, there's no question about that. Therefore, since it was thought that not all members would use or did need these items, so that if they were simply delivered one per member they might very quickly go astray, a compromise was reached whereby a number of portable machines, I think it was four or six, were made available, I know to our caucus and I believe to the opposition caucus also. They were then to be controlled among those members who wanted one, either on a more or less permanent basis or for a week-end or for a trip or something like this; in our circumstances by our office manager, Mrs. Dysart. So that while one had been made available to both the Leader of the Opposition and to Dr. Smith—to Mr. Nixon originally—several others were also made available to be used on a pool basis by the members who particularly wanted one; under the expected control, in our instance, of Mrs. Dysart who would make sure that these three or four were available and were not just on the shelf in someone's cottage somewhere. So this was the theme by which, to

my knowledge, this developed. Therefore it was thought that not every member would need one, and giving one to every member would be an exceptional expense, and probably would occasion some loss.

Mr. Chairman: Mr. Drea.

Mr. Drea: Mr. Chairman, just continuing on, I accept that explanation. I can understand why the Board of Internal Economy, the people at the head table there, would take that position. I can understand that on economic grounds and on a great many other grounds.

But that is not the particular accusation that was made tonight. The particular point that was made tonight is that when a member asked for one he was told that a member was liable to steal one. That concerns me a very great deal. I don't want to go into the philosophical or economic grounds. I don't want to talk about what the board did. I can understand what they might do in terms of economy or something else; but this is a very specific allegation against members. It doesn't concern the members of the board. Nobody said that it did. I want to get at the bottom of this. If I can't get at the bottom of it tonight, I am certainly going to refer this to the appropriate committee.

Mr. Shore: Mr. Chairman, can I put some light on this thing?

Mr. Chairman: Mr. Shore.

Mr. Shore: I don't want to challenge my colleague, Mr. Conway, because I believe what was said by him. I happened to be, in the earlier stages, looking for a dictating machine, because I'm a little like Mr. Boun-sall, I spend a lot of time on the train and I believe in using my time.

I went to our people to try to get one and I was told there are so many allocated to a caucus area and you go through this and that and that and this. I don't go for that stuff. I was also told this—and I think this is significant—not that the members were going to steal anything, but that these things are portable and they have a tendency to be taken by somebody. I'm in practice, so I know that things like that have a tendency to be taken. But I was never told that it might be members who were going to take them. I was told that they were open for easy access for somebody—which is fraud, I don't buy that either.

I said: "Look, I want one of these bloody units, and I'll stay here until I get one. This isn't a pop shop or cigar store." I said: "I

want one of these bloody units and I'm going to stay until I get it."

I eventually got one. It was very distasteful for me to have to hear that garbage—and that's what it was. But whatever it was, I want to express my personal experience. The answer I got, with some logic, was that these things, potentially, are easy to pick up. I'm not particularly interested in hearing whether they're easily picked up or not, I wanted a dictating machine, and I have one right to this day. So far it hasn't been picked up, but it might well be picked up next week; I don't know.

Mr. Bounsall: But you had to buy your own.

Mr. Shore: No.

Mr. Drea: Mr. Chairman, I think you realize the importance of what I'm saying.

Mr. Chairman: Order, please. I think Mr. Drea made a point here. Because Mr. Conway was the member who brought it up, I wonder if he would like to elaborate a little further on what was said. I think we can decide from then whether it should go to the Board of Internal Economy or to another committee.

Mr. Conway: I came here tonight expressly to raise this. Quite frankly, I was just livid at the time it happened. It happened just last week and I'm now sure it was Mr. Nelson who was very co-operative. I was so irritated; I was sitting in my office and had a lot of things to do and my machine was not working. When he did come in we had quite a conversation about it, and the manner in which that conversation developed was, perhaps, interesting—because being very angry at that point, I had very much taken the initiative. Definitely, from my conversations with him and with other members to whom I talked subsequently—certainly with Catherine Dysart—the impression was that members could or would be irresponsible for that which was put into their possession.

Mr. Drea: We're into the word that the members would "steal." That's what concerns me at the moment.

Mr. Conway: That was certainly an impression left with me.

Mr. Drea: I really think, Mr. Chairman, you have no alternative. If you don't want to refer it to the appropriate committee, I certainly will. Because that is the gravest insult that has been levelled at a member of this Legislature in I don't know how many years.

Mr. Bounsall: Levelled at all of us.

Mr. Drea: That's right; levelled at all of us.

Mrs. Campbell: Every one of us, except the cabinet.

Mr. Conway: That was my feeling after that encounter. I just felt that I had been insulted. The exchange went in many ways; I think I turned in anger and said to him: "Are you telling me that the reason I can't have what I want is that somebody, somewhere feels that the thing might be ripped off?" I certainly got the impression that that was exactly what was being told to me.

Mr. Drea: Well, I don't think there is any alternative except to refer it to the appropriate committee, which I understand is the elections and privileges committee.

Mr. Breithaupt: Personally, Mr. Chairman, I would hope that we would not have to go that far. I would feel, if a comment was made—and it may have been so made—that it would be satisfactory to have an apology.

Mr. Bounsall: And the portable equipment.

Mr. Conway: I don't perhaps feel as indignant as I did then. I was very angry. I do not want to put Mr. Nelson on any hot seat—

Mr. Drea: He's already there.

Mr. Conway: —he was very co-operative. But the fact of the matter was that I couldn't have what I wanted and I left there feeling that particular way. I may be the one who is—I wouldn't swear that—and he certainly did not say: "No, you can't have it, because members will steal it." I put the question to him and I got a series of impressions; which I certainly got verified from conversations with others, that my feeling was at one with their impressions; and that I couldn't get what I wanted. I know I share with many members the fact that we are all unhappy because we can't have what we think we could more profitably use. I don't want to get into a big discussion about it; if I can get my portable equipment, I will be very happy.

Mr. Breithaupt: I have to go back to the stage of saying that if members in my caucus or in the other caucuses have this requirement for equipment, beyond what is now provided by the pool approach, then certainly I will canvass my own caucus to see what equipment is required. For example, I do not expect that every member of the caucus will wish this certain item; but, of course, if

there is a demand for a greater number than we have now, I will be more than happy to take it forward. However, I was not aware that there was a demand for the equipment beyond the items which had been made available.

Mrs. Campbell: Mr. Chairman, on a point of order—

Mr. Drea: Mr. Chairman—

Interjections.

Mr. Chairman: Order, please. Mrs. Campbell.

Mrs. Campbell: On a point of order. I don't think that coming out of this is the question of the equipment in the first instance. As a member of the committee studying the Camp report, it is clear that privileges to members in this House are extraordinarily limited and that the attitude to the members is something that has caused the Camp commission to be concerned. This fits into that type of approach to the members of the Legislature. That is the issue here—and not something about trying to see that he gets equipment.

Surely he has to get the equipment, but the issue is the attitude and the fact that a civil servant perhaps has been placed in a position where he has to come out and say: "This is what the administration feels." He obviously didn't initiate that statement; obviously he didn't. I think this is the serious matter that we have to look at. This attitude is the kind of thing we are studying whenever our committee meets.

Mr. Conway: Mr. Chairman, on a point of clarification. This part I do recall with a great deal of vividness: At the end of our conversation, I said to Mr. Nelson: "Listen, I am going to make a real damn issue of this thing, because I want it settled." He said to me; "Well, you know, that mightn't be a bad idea at this point"—or something to that effect—"because the Liberal caucus made a private arrangement between its caucus and the company supplying five or six portables; that lease arrangement ends at the end of April and something is going to have to be done." He said: "The whole issue of portable equipment is one that I know your colleagues in the Legislature feel strongly about." I said; "Listen, I am going to take this and do something with it."

It's in that spirit, very much in the line with what Mrs. Campbell has said so very eloquently that I express a concern. First, it's one of the things you learn so very quickly around here, the very deep-seated distrust

that a lot of people have for the so-called administration—that the place is being run by, for, and in the interest of the administration and not the members. It doesn't take too much to realize that. Secondly, the fact that I can't have what is a) cheaper; and b) clearly more functional and useful to me as a member.

Mr. Drea: Mr. Chairman, I still have the floor.

With the deepest of respect to you and to the members of the board who have spoken, the things that they have said are entirely irrelevant to the issue I have raised.

The issue is quite specifically that a member of this Legislature said not too many minutes ago—and has since amplified it—that when asking for equipment—regardless of what the equipment was—he was told, or at the very least given the impression, that the reason he could not have that equipment is that he, as a member, was likely to steal it.

Those words were said here tonight. I have a great many more things after this that I want to talk about, other issues. But that is a very, very damaging accusation against 125 members in this Legislature. It is something that if it were said on the floor of the House by one member to another, would immediately throw the House into pandemonium. At the very least, an apology would have to be offered or there would be an explosion. At the very most, there might very well be a trial of the particular member before an appropriate committee.

One of the things that a member of this Legislature enjoys is a position unequalled in society, the status of absolute trust. It has been a concern of provincial auditors and ministerial auditors over the years that other than adding up the arithmetic on expense sheets, they cannot question the amount because the member has signed it. And until the member is proven to be wrong, or a liar, there is really nothing they can do professionally.

Their very grave difficulty is that the member can only be questioned by another member or by a committee of members. In the structure of every parliament, there is specific regard for this. There is a committee of members set up always hopeful they will never have to exercise their function—to sit in judgement on the credibility of another member. I think that is very paramount in the environment in which we live.

Now the very specific allegation has been made by a member—not by somebody from the public, not by a staff member, not by somebody from the outside—a member has

made it. As a member, I have no alternative except to accept that allegation as absolutely truthful because it comes from another member. I can't think of another allegation—not just in my time in the House but in my time in memory—that has blanketed every member of this House, that has been that damaging professionally, that has been that damaging to the very special status we enjoy.

I suggest to you that this committee is not competent to hear that; there is another committee set up to hear it. I would certainly expect that particular allegation, and the investigation and the eventual truth out of the situation, has to come from that committee. I feel very, very strongly about this.

It's not a question about whether I want a piece of dictating equipment. I don't. It's not a question of whether I'm in the cabinet or not. I'm quite sure that my cabinet colleagues, that they may be cabinet ministers but they are members of this Legislature first, that they would feel exactly the same way.

The issue is very narrow, and I suggest to you all the explanations as to what the policy was, as to how it was going to be implemented, that's entirely irrelevant; the real question right now on this particular thing is were the members of this Legislature accused by someone who is not a member, of being in a position where if they received equipment paid for by the taxpayers, they were liable to steal it.

Mr. Chairman: Thank you, Mr. Drea.

Mr. Conway: Mr. Chairman, sharing all those concerns with my colleague the member for Scarborough Centre, I suppose in the orchestration of this very thing, and I just wanted perhaps to take it this much further, we could enter into a situation with this particular gentleman where the whole matter has to distil itself to: "Did you or did you not leave the impression with the hon. gentleman which whom you spoke, last Wednesday. I believe it was, that members could or would steal equipment?" At that point he would be perfectly entitled to say yes or no; and if the latter, quite frankly my recollection of the conversation is such that I couldn't and wouldn't swear to the fact that he in fact did say it. I mean I want to be very—I realize what the hon. member—

Mr. Morrow: With all due respect then, Mr. Chairman, if the hon. member is not in a position to press the charges as it has now been presented to the committee, I suggest that it go no further.

Mr. Conway: It is just the impression; I want to get to the bottom of why I can't have that equipment. I want to stress very much that the gentleman was very co-operative and did all—

Hon. Mr. Snow: I think in all due respect, Mr. Chairman, the certain gentleman, I don't recall his name or I don't believe I've ever met him, has had very serious accusations made against him. He's not here to defend himself, and perhaps an opportunity should be made for him to defend himself. I must admit I don't know what the proper form would be.

Mr. MacDonald: Mr. Chairman, let's not miss another lesson from this whole little episode. I get the impression that this procedure with regard to equipment and as to whether you can give it, is a procedure that is being developed within the civil service generally. I submit once again, in the interest of the independence of this Legislature, and this internal board and the administrative officers, they don't have to be bound by the kind of thing that happens over in the civil service.

You are an independent Legislature and you're operating in an independent way; if you can come to the conclusion that members are perhaps a bit more trustworthy than the general public, or unless they're in a position to take the consequences if they reveal that they are not, then that rule can be thrown out.

I think that this imports something that not necessarily has to be imported into our procedures here. I'm pleading for the kind of flexibility I was pleading for this afternoon, when I asked why you should live for one more day with being told you can't have more than \$3,600 a year for your office and its requirements if expenditures fall within the total budget of \$12,600.

Mr. Drea: For heaven's sake; honesty isn't a matter of flexibility by a board. There's been a specific accusation made about honesty; I want it cleared up.

Mr. Conway: Mr. Chairman, I think, because I'm very sensitive, I don't want this to end up in anything. I was mad at the time. I was extremely irate. Again, being very concerned about the fact that someone has been, by my implications at any rate, accused of something very serious, I'd like perhaps to suggest as the man who introduced this, that I certainly withdraw the earlier remark about stealing.

I certainly had that impression, I'm convinced in my own mind that I had that impression, but in the interest of the particular gentleman, I do not want to see it pursued simply because I am not prepared now, nor would I be in the future, with any degree of certainty to swear or whatever to that effect.

I was a very unhappy member of the Legislature at the time the discussion took place and my concern then, as it is now, was one of can I have the equipment. I realized then, as I realize now, much more significant issues were at stake, attitudes were involved and all the rest of it. But as the member who introduced it, and sharing very deeply the concerns of the member for Scarborough Centre and the member for Halton I would like to go on record at this point in time as having said—

Mr. Chairman: Due to your comments and withdrawal, Mr. Conway, it would seem to me that probably that would end the discussion. However, I will leave it up to this committee to decide on whether we will consider that matter closed or whether other steps should be taken.

Mr. Conway: But can I get my portable equipment?

Mr. Chairman: I don't think that's the point we are on right now.

Mr. Drea: That's not the issue.

Hon. Mr. Snow: Mr. Chairman, I've been on the board and I guess I've been as familiar as anyone with it, or should have been, because I piloted the amendments through the House to set up the board. I think the board works very well. The three caucus members, the three ministers, and the Speaker as chairman have considered requests, and if the other members think there has been, or can recall anyone coming to the board for equipment or services who has not been considered and dealt with in an equitable manner—

Mr. Drea: That's not the issue. I think you and I both touched upon the real issue.

Hon. Mr. Snow: All right, I thought we were past that issue.

Mr. Drea: No, we're not.

Hon. Mr. Snow: Mr. Conway wanted to go on to discuss equipment. I saw that when the legislation was passed a year ago in the House I introduced an amendment to what

was originally proposed, so that there would be a member of each of the caucuses on the Board of Internal Economy. I don't believe that was in the first legislation that was introduced. It gives all caucuses a direct line to the board to bring forward their members' recommendations and they can be discussed equitably. I think we all sit on the board as members of the Legislature. I sit there as one of 125 members of the Legislature, not as the Minister of the Transportation and Communications. My ministerial responsibilities have nothing to do with the Board of Internal Economy.

Mr. Drea: That's right, and that's the point I brought up before.

Hon. Mr. Snow: I was just the minister who brought the legislation through and the Premier (Mr. Davis) asked me to stay on.

Mr. Drea: That was the point I brought up before. But what I'm saying now is that the issue is, with all due deference to the member, I raised the point and you raised the point about someone who is not here to defend himself having been accused, and unfortunately we have a record here—very unfortunately.

Hon. Mr. Snow: With all due respect, Mr. Drea, I think the chairman put the matter before this committee—I'm not here as a member of the committee and maybe I shouldn't be speaking on this, but—the fact that Mr. Conway, I believe, has withdrawn his remarks—

Mr. Drea: Not on its merits, he hasn't.

Mr. Conway: Again, being very concerned about what might grow out of this with respect to the gentleman, I go on the record now as officially withdrawing—

Mr. Morrow: Would the hon. member for Renfrew North (Mr. Conway) be prepared to put a motion before the committee to the effect that, in view of the discussion that has now been held, he would wish that this issue that Mr. Drea, the member for Scarborough Centre, has brought forth be put to the committee, whether it's pursued further or whether it be considered closed at this time?

Mr. Drea: And the member for St. George (Mrs. Campbell) is concerned too.

Mr. Peterson: Good God, I don't know what more we want. I think it has been thoroughly discussed and there is unanimity in committee. What more do we want?

Mr. Drea: Really?

Mr. Conway: Maybe, in response to that, I might ask members of the board, have they ever heard or contemplated the issue and have they ever heard or contemplated the answer that that might be part of why we can't have what many of us would like to have?

Hon. Mr. Snow: I can truthfully say I've never heard any such remarks made. When Mr. Breithaupt started speaking, it came back to my attention that something had happened several months ago regarding the effect that certain portable equipment was to be made available to each caucus rather than to every member. If the caucuses are not happy with that, then it's up to Mr. Breithaupt, Mr. Deans, and Mr. Morrow to come back to the Board of Internal Economy and make clear their position. This is not the forum for this.

Mr. Conway: Might I ask that of Mr. Fleming? Mr. Fleming, has that thought ever entered or has that issue ever crossed the floors of the administration process that that might happen, that members might abscond? Have members been known to abscond with things in the past? Let me begin there.

An hon. member: Not a pencil; a pen.

Mr. Fleming: I think a thought was expressed that it makes it very difficult when we have to control so many small items and so many offices, particularly during election periods, to keep track of many of these things.

Mr. Conway: Members then, to the best of your knowledge, have never been known to abscond with anything from the government of Ontario?

Mr. Fleming: I have never heard of anything myself.

Mr. Chairman: Order, please.

Mr. Bounsall: And if necessary, you can make it public which defeated member or retired member hasn't turned his tape recorder back in. For heaven's sake, you make it sound as if it is the most difficult bureaucratic problem you have ever encountered.

Mr. Drea: Look at the library with all those overdue books that are worth 50 bucks.

Mr. Bounsall: If you are arguing for another staff person to put on that particular problem, we will give one to you.

Mr. Fleming: I think, just talking frankly, we have a fundamental problem. The Province of Quebec has a very open policy. They will pretty well give the members what they want, and there aren't any guidelines. We have a problem here that the administration which I head does not set policy. It simply responds to the policy of the Board of Internal Economy and all we are doing is to try to follow the guidelines that are set by the Board of Internal Economy. It is our duty to bring to the Board of Internal Economy any problems that individual members present to us or to help or to bring to the attention of the representatives of the Board of Internal Economy any problems we think they should take to the board. At the same time, we do have a Provincial Auditor who is very carefully looking at us. We do have a lot of things that unfortunately we can't—I mean, I don't agree with the bureaucracy any more than any of you do, but we can't just suddenly open our arms and say, "Okay, anything goes." Because the way government operates, it's public money and regardless of—

Mr. Drea: Yes, but you sign for it.

Mr. Fleming: We are not civil servants—

Mr. Drea: You sign for it. If you get caught with it and you blow it, you pay back 310 bucks. It's that simple.

Mr. Fleming: The other thought is that I was the secretary of the Camp commission and it was the Camp commission's honest belief that the members of the assembly needed an administration which would work under a Board of Internal Economy which would serve the members. It certainly wasn't one of an administration coming in that would try to control you. At the same time, you may recall a certain feeling that expenses of select committees, for instance, needed controlling. I think we have developed a very good rapport, for instance, between Mr. MacDonald and myself on the consultants connected with that committee—and I think we are learning and we need your help.

Mr. Conway: Are you telling us that the reason that we couldn't have that was because the government couldn't watch it?

Mr. Fleming: No, I am saying it has nothing to do with the government—

Mr. Conway: Your administration; that you couldn't watch it?

Mr. Fleming: I am saying simply that the Board of Internal Economy, which we operate under, has felt so far that we did have to have guidelines.

Mr. Conway: But you just said about elections and members who would be running that this would be a terrible headache—supervising who had what. You are not serious when you say that?

Mr. Fleming: I am quite serious. A very vast range of inventory for a very small office to control is an interesting problem. It is really Mr. Miggiani's ball of wax.

Mr. Bounsall: You are making an argument for an assistant to Mr. Miggiani to control some of this other stuff. If that's the case, I am sure that can be included in the supplementary estimates which are going to have to come in in any event.

An hon. member: We are at the nub of the issue, Mr. Chairman.

Mr. Chairman: Order, please. Mr. Drea.

Mr. Drea: Well, all right. If I could just carry on with that. Mr. Fleming, I have just got the impression—and I am sorry, I don't really think you meant it. I respect you as an administrator, but I just got the impression that Mr. Conway got.

I will tell you something, Mr. Fleming. I happen to be in possession of the only manual typewriter in this building. It has a government plate on it. I specifically asked for that in times gone by from a present member of the Board of Internal Economy. Mr. Snow was the Minister of Government Services. Mr. Snow provided that to me. It has a government plate on it and I don't really think in the four or five ensuing years that Mr. Snow has lost a moment's sleep over whether that typewriter will be returned, and if it isn't that there will be a proper bill sent out.

With all due respect, I just can't accept it in the confines of this Legislature. I realize it is not within the Harvard School of Business manuals but this Legislature is something different. If things are put in to my office—and Lord knows I have enough things in my office—if I wanted to I could walk out of here virtually every night carrying furniture and there is not a security guard who would even look at me.

We certainly had that demonstrated in the last Legislature. A member brought a rifle in and the reason he brought the rifle in was

that the security guard trusted him because he was a member.

Surely, there is a difference? I am not asking for equipment. I don't think I have ever asked you for one single bit of equipment but right now the issue is getting very close to saying I am not the kind of person who can be reasonably trusted with equipment worth a price of money because—let's put it in the most genteel fashion possible—somehow, when the date of return comes, the particular equipment will not be returnable. That bothers me a very great deal.

Hon. Mr. Snow: Frank, when you leave here that typewriter will be worn right through the desk. It's an antique.

Mr. Fleming: It's a matter of instruction as far as we are concerned. Anything we are instructed to do by the board we do.

Mr. Drea: But surely the board hasn't instructed you that members are to be watched?

Hon. Mr. Auld: Mr. Chairman, I think it's fair to say that the board has not been apprised of an overwhelming demand for the kinds of equipment which have been mentioned tonight.

Hon. Mr. Snow: It's never been brought to the board.

Hon. Mr. Auld: There are many ways these things can be dealt with and, as I say, we are in sort of the early stages of making this operation run. My own suggestion would be, when we are talking about the members' requirements, if a member calls the office or his own whip or member of the board in the first instance to find out if something is available and it isn't, then it is up to him and his caucus representative on the board to take it to the board.

As Mr. Snow says, I don't recall any occasion when any reasonable request has been denied. I can recall one or two which seemed to be rather unusual requests and on inquiry they turned out to be not terribly important but maybe somebody was just inquiring. I think it is unfair to blame the members of the staff or to get in touch with a member of the staff when you find that the answer is that this is not available. The staff are simply carrying out the instructions of the board.

We now have had a few minutes which have settled a few things. We have had a lot of discussion about the things which are included in the \$3,600 for members' offices, for instance, and I think that is about as

flexible as—Margaret, you are shaking your head but you are talking about the money. In terms of what that \$3,600 can include it is about as flexible as I think it can be. You can have five offices in different parts of your riding. You can have part-time things. You can do a whole variety of things.

That is one of the reasons we meet every two or three weeks, to try to sort these things out. I think if the members were to—I realize there are problems in terms of time in your own caucus and the other things you have to do.

Mr. Chairman: Order, please, just a moment. Mr. Snow has his staff still standing by for his meetings. Is it all right if Mr. Snow excuses himself and goes back to his staff meeting?

Hon. Mr. Snow: I've got a whole bunch of people in my office waiting for me. Are you through with me now?

Mr. Drea: Listen, you were terrific. I wish you were still there. You certainly never gave me the impression that I couldn't be trusted nor did you give that to any other member. I think that really that is the crux of the matter tonight.

Hon. Mr. Snow: I know I was asked to come over here this evening as a member of the board to explain how we arrived at the \$9,000 and the \$3,600. There is no magic figure and I think after a great deal of discussion we came up with that. It's a new thing. I think it is of great importance to any member of the Legislature—certainly it is to me—to have what we have. Maybe it is not as much as some of us would like but I think it is a great move forward compared to what we had.

Mr. Conway: Mr. Chairman, I feel compelled to take issue with the—

Mr. Cassidy: Mr. Chairman, before Mr. Snow leaves I had hoped to ask him a couple of questions in relation to this matter.
[9:45]

Mr. Drea: I have the floor but I will yield it to you.

Mr. Cassidy: Since he is a member of the board and also a member of this House perhaps for one day of the year he could spend a bit more time on this matter.

Mr. Chairman: Mr. Drea has the floor at the moment.

Mr. Cassidy: I am just saying to Mr. Snow that I hope he stays until my turn comes, because I would like to raise a matter with him.

Mr. Drea: In the interest of Mr. Snow having to get back to his staff, I will yield to you for your questions. I hope they are practical ones.

Hon. Mr. Snow: I have my deputy minister, two of my assistant deputies and four other staff members. We had a meeting that started at 5 o'clock. It was not finished when I was called over here at 8 o'clock. My staff are waiting there and it's 9:45, but they will wait until I get there.

Mr. Chairman: As Mr. Drea has yielded the floor, you can have a couple of very brief questions.

Mr. Drea: Provided the questions are practical and in good sense.

Mr. Cassidy: I will confine my questions to this matter of the constituency offices and nothing more. When our committee went up to Ottawa and met with Alistair Fraser, who is Clerk of the House and responsible for all administration in relation to members, the very first thing he said to us was, "We are here to serve the members." That summed up an attitude which we have not had in this Legislature for as long as I have been in it.

Mr. Fleming, to give him his due, has been trying to change that, and certain things, for example, payments for expense accounts and so on, are working much more smoothly now than in the past. But the kinds of things that Mr. Fleming is permitting indicate that this place right now does not exist to serve the members. God knows who it serves; presumably it is just to serve the Tories.

Hon. Mr. Snow: Are you saying that the Conservative members are getting equipment that you are not? Is that what you are saying?

Mr. Cassidy: That's one of the things that happens around here, sure. Didn't you know that?

Hon. Mr. Snow: No, I certainly didn't, and I don't think you should say it.

Mr. Cassidy: Okay, I will back that up then.

Hon. Mr. Snow: Back it up.

Mr. Cassidy: This map of the Legislature shows that Conservative members and their secretaries have 350 sq ft on average per member. On average, Liberal members with

secretaries have 220 sq ft and NDP members and secretaries have 240 sq ft of space.

Mr. Drea: Yes, but you pick your own places though.

Mr. Cassidy: Do you think that's equal or not?

Hon. Mr. Snow: I don't believe that comes under the Board of Internal Economy.

Mr. Cassidy: It's something of which you might be aware.

Mr. MacDonald: It's under the aegis of the Speaker.

Mr. Cassidy: It's under the Speaker; it's under this vote.

Mr. MacDonald: It comes in here.

Mr. Chairman: I thought we were on constituency offices.

Mr. Cassidy: The minister asked me a question. I don't know if the minister is aware but every Conservative member has got a couch or some other fancy ministerial type of furniture in his office.

Mr. Drea: Yes, but you picked your offices. We got what was left, and that's a matter of record.

Mr. Cassidy: I have asked for a couch and I have been told no, it's not part of the policy.

Mr. Bounsall: I haven't got one in my office.

Mr. Drea: What do you need a couch for?

Mrs. Campbell: I wouldn't have room in mine for a couch, I will tell you that.

Mr. Drea: Please, madam, please.

Mr. Cassidy: While Mr. Snow is here, I would like to ask Mr. Fleming, as secretary of the Camp commission, which produced the report that used the word "commensurate", can he recall for us what the Camp commission meant when it recommended that the salaries of the constituency office staff be commensurate with the employees of the members in the Legislature?

Mr. Fleming: I think the answer to that is that the word "commensurate" was used because it was very difficult for the commission to determine exactly what type of an individual would be required in the constituency and exactly what his duties might be. I think it was felt that in some constituencies

the duties might be different than in others, and it appears to be so in Mr. Martel's situation. I think they felt that it would be basically dependent on the Speaker to develop sensible guidelines for the establishment of salaries and conditions for staff and for offices.

Mr. Cassidy: You have heard the dictionary definitions which Mr. MacDonald and I read, which say that commensurate means the same. Was that in your minds, that if the duties were commensurate the salaries would be commensurate as well?

Mr. Fleming: I think it was very, very difficult for the commission to determine. As I say, they simply didn't know what kind of an individual would be required. I think they felt the Speaker would have to sort it out. That's why there is a proviso in that second to last paragraph, which says "Terms of leases and salaries for those employed should be negotiated by the individual member and be approved by the Speaker, who should also in our judgement recommend sensible guidelines and expenditure ceilings." Granted, it is contradictory; I didn't write it, but I know the thought was that, on the one hand, there should be equality but, on the other hand, the Speaker and some group would have to develop the guidelines.

Mr. Cassidy: It's fair to say, though, that in effect we have the right to negotiate down if we want to exploit our people even more than the \$9,000 suggests, but we do not have the right to negotiate it up because a ceiling has been put on it by the Board of Internal Economy. Is that correct?

Hon. Mr. Snow: Are you suggesting, Mr. Cassidy, that there should be no ceiling?

Mr. Cassidy: As Mr. Fleming says, in effect the Camp commission made two recommendations, that they should be commensurate with the salaries paid here or, alternatively, that they should be negotiated between the member and the Speaker and that they should set sensible guidelines.

Mr. Fleming: The term "negotiated between the member and the Speaker" is exactly what is happening now. In other words, the member would simply write—in this case to the administrative office—stating that he has retained the services of such-and-such an individual and the salary would be at a certain level.

Mr. Cassidy: But the Speaker is not going to permit him to set guidelines, because in fact the guidelines have been decreed by the Board of Internal Economy.

Hon. Mr. Snow: Of which the Speaker is chairman.

Mr. Fleming: The Act says actually that the Speaker is chairman of the Board of Internal Economy. It's only the board that can set the financial levels; it isn't the Speaker.

Mr. Cassidy: It's only the board that can set them?

Mr. Fleming: Yes.

Mr. Cassidy: In other words, the Speaker has not the power that was suggested by the Camp commission report. The power effectively has gone to the board.

Mr. Fleming: Yes. The terminology is very difficult. At that time the commission report talked about the office of the Speaker; actually it has now evolved into being the Office of the Assembly, which is the name in the Act for the legislative assembly. Therefore, I think the term "Speaker" basically meant the administration, which has been created under the Speaker, and it presumably included the Board of Internal Economy.

Mr. Cassidy: I now put my question directly to Mr. Snow. Mr. Snow, do you think that it would be proper for a minister, either personally, through his riding association, or through his party, to supplement the salary of somebody working for him in his office?

Hon. Mr. Snow: Will you say that again?

Mr. Cassidy: Should a minister supplement the salary of somebody working for him in his office here at Queen's Park?

Hon. Mr. Snow: I think what a minister or a member does with his own money is his own business.

Mr. Cassidy: So you think that's okay?

Hon. Mr. Snow: Well, I don't do it, but some members had constituency offices before this came in; I had a constituency office that was paid for by my riding association.

Mr. Cassidy: Do you think it would be proper to supplement the salary of a civil servant, working in your department here at Queen's Park, out of your personal funds or out of party funds?

Hon. Mr. Snow: Well, no, I wouldn't suggest that. I don't see any resemblance between supplementing the salary of a civil servant and what someone might wish to do. Many of us had part-time staff or volunteer staff

in riding offices before this legislation made funds available for that.

Mr. Cassidy: There have been a number of guidelines passed down from the Board of Internal Economy, trying to keep the riding offices from being partisan. Do you consider that the constituency office people are basically partisan like, say, the caucus staff in the various caucuses here, or non-partisan like somebody who's in the civil service?

Hon. Mr. Snow: Well, I would have to think myself that I would hope that someone who I would have in my constituency office would be of the same political belief that I happen to hold.

Mr. Cassidy: But in the service they provide, do they only provide service to Tories in your riding or to New Democrats in mine?

Hon. Mr. Snow: No.

Mr. Cassidy: Are you aware of the fact that members are—

Hon. Mr. Snow: I haven't gone out and hired the secretary of the New Democrat Party to be my riding secretary.

Mr. Cassidy: But are you aware of the fact that members are in fact supplementing the salaries of their constituency secretaries in a number of cases?

Hon. Mr. Snow: I wasn't aware of that.

Mr. Cassidy: When party money goes to supplement the salary of somebody working in a riding office in a member's constituency office, do you think that possibly affects the non-partisan nature of the office, as the Board of Internal Economy is trying to make out?

Mr. Drea: In all fairness, that's a question I don't really think anybody can answer. You can't impute motives to other people.

Hon. Mr. Snow: I don't know why you're asking me that question. I'm not carrying on that practice.

Mr. Cassidy: I'm asking you the question because I despair of getting any response from Mr. Auld, but you did seem to be taking an interest and maybe drawing some effect from some of the conversation we've had this evening on this question.

Mr. Drea: In all fairness, I don't think that's the type of question to be answered objectively by anyone.

Mr. Cassidy: Surely the minister should make that decision, not you.

Hon. Mr. Snow: As I've stated before, I'm here as a member. I sit on the Board of Internal Economy as one of 125 members of the Legislature. I'm here tonight as a member of the Legislature who happens to be a member of that board, to assist in answering the questions of the members who are not members of the board.

Mr. Cassidy: Perhaps I could just recount to you what has been happening in my riding office, which was opened four years ago.

Mr. Shore: I've been sitting on this committee for the last two hours and this will be the fourth time I've heard that story.

Mr. Cassidy: That's because the minister wasn't here when we began this afternoon. We've had a revolving door with people coming in and out from the Board of Internal Economy.

Mr. Shore: I'll tell you, one door is going to revolve right now.

Mr. Drea: I would remind you, Mr. Chairman, that I yielded the floor to the member for Ottawa Centre (Mr. Cassidy) for one or two questions to the minister because the minister has a very valid reason for leaving. It has disintegrated into a cross-examination on questions that I don't think anybody reasonably can answer. I'm about to pull back my yield on the floor.

Mr. Chairman: I agree that this has been repeated before. Could we have the direct question that you wanted the minister to answer?

Mr. Cassidy: Okay, I have asked most of my questions. The minister is clearly now aware that in my case and a number of other cases ridings are making up the salaries of these constituency people to the levels that are paid to our caucus people. It is our opinion that the work they do is at least commensurate, if not more responsible. There is simply no way in my case where we had our riding office for four years beforehand that we could cut the salary that we were paying to bring it down to the amount that was being offered through the Board of Internal Economy.

Mr. Drea: That's not the question.

Mr. Cassidy: I am making a representation to a minister who has not been around.

Mr. Drea: You have obviously misled me. You asked me to grant you something on the grounds you had a couple of questions to ask the minister.

Mr. Chairman: I believe the question was, do you think you should subsidize your secretary in your riding office, right?

Mrs. Campbell: Or his party should.

Mr. Chairman: Or your party.

Mr. Drea: Or others.

Mr. Chairman: Do you have an answer for that?

Hon. Mr. Snow: I'm not about to tell any member what he should do or what his party should do with its funds.

Mr. Cassidy: Thanks a lot!

Hon. Mr. Snow: I think reasonable funds are being made available to members to run offices. If I overexpend the \$3,600 for rent, telephone and services to my office, I expect that I will have to pay anything over the \$3,600. If I want to enter into a lease at a higher rate than what the board has approved, I would expect that I would have to pay. I wouldn't expect anyone else to.

Mr. Cassidy: But, on the other hand, if you have a riding secretary, it's right that, because of the Board of Internal Economy, you should exploit him or her to the tune of about 20 per cent of the salary by underpaying them compared to what people are being paid working for the same member down here at Queen's Park. It's a very arrogant position, Mr. Minister.

Hon. Mr. Snow: I don't feel I'm exploiting anyone.

Mr. Cassidy: Well, you guys do it all the time.

Mr. Chairman: Is there any further question for Mr. Snow?

Mr. Cassidy: I will yield to Mr. Drea, thanks very much.

Mr. Drea: Mr. Minister, I'm very sorry I got you into a position where you had to forbear for so long. Will you give my regrets to your staff? I thought it was going to be a moment or two or I certainly would never have yielded. Certainly if you want to leave now, by all means do.

I would like to get back to Mr. Fleming, if I may. Mr. Fleming, having lived in the

downstairs of the north wing for four years in room 110, are you aware of the fact that, at least on the ground floor—and I bow to some of my colleagues, and perhaps Mr. Cassidy or Mr. Bounsall might help me about what the second floor is like—but certainly on the first floor one key opens every office?

Mr. Fleming: I was aware that maybe Mr. Laws had a passkey that would be—

Mr. Drea: No, one key; the member's key. My key opened every door on that floor all the way through.

Mr. Fleming: No, I wasn't aware of that.
[10:00]

Mr. Bounsall: Every other Conservative member's door.

Mr. Drea: All right; but on the first floor in any event.

Mr. Bounsall: Yes, it is the same in our caucus. The NDP keys open all the other NDP members' doors.

Mr. Drea: So that one key opens the entire second floor, because you are there?

Mr. Bounsall: Now, yes; and prior to the last election, one key opened the NDP half and the Liberals, I believe, had a key that opened the Liberal half.

Mr. Drea: In any event, I am glad they straightened it out. I have never tried to open one of their doors; I'm at kind of a disadvantage. But that one key—

Mr. Bounsall: I was always letting other people in.

Mr. Drea: Okay, but it is of some significance that within a caucus, when they are in the partitioned offices in the north wing—and certainly on the first floor, which is the Liberal caucus—any member's key opens every other member's door.

Mrs. Campbell: That's true.

Mr. Drea: And on the second floor, which is now the NDP caucus, any key that is issued for one of those offices—to an NDP member, to a secretary or to the staff that they have up there—opens every other office.

Mr. Cassidy: On a point of order, Mr. Chairman, Mr. Auld took the opportunity to leave without really making any excuses at all. Is he going to come back?

Mr. Chairman: Mr. Auld will be back.

Mr. Cassidy: He will be back? Okay.

Mr. Drea: You are aware of that, Mr. Fleming?

Mr. Fleming: I wasn't aware of that, no.

Mr. Drea: Well, in a place that was so security-conscious that everybody was worried about what everybody else was doing, surely there are people on the staff who know I am just recounting my old days; I don't know what the numbers are now, but if I came in on Saturday I had to open up George Nixon's old office, because that's where the fuse box was to turn on the lights. Everybody knew that. I don't know what it is like on the second floor—

Mr. Bounsall: We had to open Janos Dukszta's office previously, and whose-ever office it is now, to put on the lights.

Mr. Drea: In my time down there on the first floor—four years—I have never heard of a single theft from my colleagues; there has never been one. I don't know what life has been like on the second floor; I don't know what it is like now.

An hon. member: People keep leaving things there.

Mr. Drea: I just want to come back to the position that that kind of situation in any other environment in society would be absolutely intolerable. It was done here because there is a position of trust. I am trying to reconcile the great fears that are expressed about the somehow disappearance of equipment when there is this overriding concept among members of such absolute trust that each and every one within a caucus, for good or for bad—whether you like each other or not—has one key and can go through anybody's office; you could do anything you want. I find it extremely difficult to rationalize.

Mr. Fleming: I don't know what to say. I think our concern really is that it is not a case of anybody taking anything; it is simply the fact that—

Mr. Drea: It disappears.

Mr. Fleming: Yes. For instance, when we had the change of offices not too long ago—as you know—there was an enormous number of offices changing; a great many members retired or were not re-elected—there was simply a great deal of equipment around. Frankly, I was very surprised the other day to go up and look into our storerooms and see the type

of equipment that is around and has to be kept track of.

As I pointed out earlier, I am not an inventory man but Joe Miggiani, who is our finance officer, simply told me that we are in a situation where we have so many rooms and so much equipment to take care of that we just need to know where the equipment is. We have no fears of it being stolen or anything of that sort. It is mostly a case of simply being able to locate it.

Mr. Drea: All right. Let's take my office. Would you be able to tell me, within a reasonable amount of time, what equipment you have in my office?

Mr. Fleming: I think we could probably tell you in a few minutes tomorrow morning.

Mr. Drea: Would you?

Mr. Fleming: Sure.

Mr. Drea: Would you be prepared to tell me what equipment I have in my office?

Mr. Fleming: Joe can look after that?

Mr. Miggiani: As a back-bencher?

Mr. Drea: No, me! In room 434.

Mr. Miggiani: Within the government caucus?

Mr. Drea: Yes, right upstairs. I just want to know what equipment I have in my office.

Mr. Fleming: Sure, right.

Mr. Miggiani: I can tell you what every member of Parliament—

Mr. Drea: No—

Mr. Morrow: I will give you my key to get in.

Mr. Drea: No, I am sorry—may I speak directly to him, Mr. Chairman, I don't want to mislead him? I'm not playing around with whether there is a rug on the floor or what-have-you. I want to know specifically within my office, which is 434, what government equipment I have in there.

Mr. Miggiani: I can tell you that tomorrow.

Mr. Drea: Okay. And I'm not talking about the furniture or things like that, I'm talking about mechanical equipment.

Mr. Miggiani: Typewriters, adding machines, desks—

Mr. Drea: Adding machines, calculators, recorders, television sets, radios, flashing lights, the whole bit. I want to know what government—I'm interested.

Mr. Conway: Was anything misplaced in that very major change that took place here in September, October? If so, how much, and how did it happen?

Mr. Drea: I will tell you one of the things that has been lost, they lost a picture of mine. It was my own property. That's the only thing I know that has ever been missing. And I can't get it back.

An hon. member: Look in the Office of the Assembly for it.

Mr. Drea: No, no, the guy who tendered on it lost it and I can't get the picture back.

Mr. Chairman: There are several members here who still wish to speak.

Mr. Drea: I still have the floor. With all due deference to Mr. Conway, Mrs. Campbell and Mr. Cassidy, everybody has raised a number of issues, I want to get back to my main thrust. He can't tell me what government equipment I have.

Mr. Fleming: Yes, tomorrow morning.

Mr. Drea: Okay, it is 10 after 10, I know that. Tomorrow morning.

Mr. Chairman: Have you got another question, Mr. Drea?

Mr. Drea: Yes, I have a great many. In any event, it is news to you that there is a common key on the first and second floors of the north wing.

Mr. Fleming: Very definitely.

Mr. Drea: You really never knew that?

Mr. Fleming: No. Mr. Gordon Laws is responsible for plant maintenance and I hadn't realized that that was the case.

Mr. Drea: You know, oddly enough, Mr. Fleming, it was about a month and a half after I moved out of my office up to the fourth floor I discovered in my pocket I still had a common key and I went down and I found the Liberal and said, "Look, will you turn this in?" Then he didn't even think that was strange; he could understand why it was still in my pocket. Well, then, can we get on to some other things?

Mrs. Campbell: He didn't think you stole it?

Mr. Drea: No, as a matter of fact, the only other thing that is missing from the first floor is my name sign and somehow that got missed in the move. Whether somebody burnt it or what, I really wanted it for a souvenir.

Mr. Peterson: Nobody would want—

Mr. Drea: Well, at least, David, I am not a defeated candidate.

Mr. Peterson: You will be, though.

Mr. Drea: I doubt it. You have every opportunity to try it but I doubt if you would move east.

Mr. Peterson: Don't get small.

Mr. Drea: I'm never small with you, David. Can you tell me why, when we were signing real estate agreements for members' offices, when the real estate law of this province is that there must be a first month and a last month submitted to the real estate agent—that is real estate law—and that that must be held in trust and cannot be touched under real estate law until the consummation of the agreement or the lease takes place, then the realtor takes his commission out, why the Office of the Assembly specifically said they had no authorization to pay it, that they couldn't pay it, and that furthermore if the member complied with the real estate law of this province by submitting the last month's rent along with the first month's, which you were willing to pay, that there was no physical way that the member could be reimbursed because the payments went direct to the landlord? Can you tell me why that was done? Was that a ruling by the board, was that ruling in the office, or what was it?

Mr. Fleming: I think I'll have to defer that to Mr. Miggiani. There is a technical question to it but I'm quite certain that any moneys the member might have had to put forward out of his own pocket would have been reimbursed. I don't think it has ever been a case of the member having to lose any money on it.

Mr. Drea: Perhaps through you I could ask Mr. Miggiani.

Mr. Bounsall: What about the deposit on the hydro then? I was told that was definitely not reimbursed; it was out of your own pocket.

Mr. Drea: If you will excuse me, I was going to go on with security deposits with Hydro, which are a matter of administrative procedure, if not law, in this province.

Mr. Bounsall: I submitted it and it was sent back.

Mr. Drea: Why was that done? Was that a rule by the board or was it an administrative rule?

Mr. Miggiani: Was this the deposit? Are you talking about the lease—the first and the last month?

Mr. Drea: I'm talking about the last month; I'm talking about any security deposit. Let's take it another step forward.

Mr. Miggiani: We have paid the first and the last month in many cases. We have payments out for next September and next March. We have paid these in advance and I understand that we have made an error. We've changed it now because the Ministry of Government Services, which deals with leases, doesn't pay this. The Ontario government is not subject to pay in advance for services we have not received. We have paid it and I feel we have made a mistake and I'll probably get—yes, we have paid it. We have paid the first and the last month until we—

Mr. Drea: Mr. Miggiani, I am rendered speechless for the first time in my political career. How can I take a telephone answering service when the rules of the game are that they don't trust you, not me? I'm being serious about this. I am not the client; the government of Ontario is. They want a security deposit! Why? Because they do not trust the client. Why should I have to pay out of my own pocket to the telephone answering service, the Hydro, the real estate, because the government of Ontario cannot be trusted to pay its bills?

Mr. Miggiani: No member paid it out of his own pocket—not the lease. We paid it. We paid the first and last months.

Mr. Drea: You paid it on the lease because I pointed out that it was the real estate law of the province and who wanted to go? I'm still in a fight with the telephone answering service. I have told them I am not going to pay out of my own pocket because the government of Ontario cannot be trusted. One of these days I'm going to get a writ for around \$34. When that comes, I expect you to provide me with the funds to defend me in small claims court because it is your reputation which is at stake.

These are very serious—I realize people find this facetious but these are very substantial problems. What about the Hydro? How

can I go to my own elected Hydro commission, and everybody else in the borough of Scarborough must pay a security deposit—the obvious protection is you get your interest back—and say to them, “The government won’t pay it”?

I will tell you that if the Ministry of Government Services rents a building in Scarborough—I have checked this—it damn well pays the security deposit to the Scarborough PUC or it doesn’t get any electricity or any water.

I have to go to them and say, “I’m a special case. I’m the MPP.” I’m sure Mr. Warner, who is not of my party, has to do that. I’m sure Mr. Lewis had to do it; Mr. Wells and Mrs. Birch. All I’m saying to you is sure, you’ve got rules, but surely somewhere along the line this gets transmitted to the board to overlook this. I can understand. It’s a new beginning but has anybody said to the Board of Internal Economy, “We’ve kind of overlooked these things. You can hardly expect the member to put his personal money out.”

Mr. Miggiani: I am not aware of a major crisis in this area. I have heard of this deposit and as far as I’m concerned, we’ve played ball.

Mr. Bounsall: Have you paid any Hydro deposits, because mine was specifically refused?

Mr. Drea: They haven’t paid mine.

Mr. Bounsall: Have you paid any Hydro deposits?

Mr. Fleming: I think we would have to check with Mrs. Bailey. She could find out.

Mr. Miggiani: I can check in the morning and find out.

Mr. Bounsall: Okay. What is your rule on it then? I gather it is a clear no, as we have all found out.

Hon. Mr. Auld: Frankly, I don’t recall anything in the minutes of the Board of Internal Economy which deals with it one way or the other.

Mr. Drea: That is what I am getting at. You are the last to learn of anything and if it wasn’t for this committee tonight—obviously these things just aren’t transmitted to you. I don’t expect you to know them.

Hon. Mr. Auld: Again, it would seem to me that the route to the board, for all of us,

is through our caucus member or through Mr. Speaker.

Mr. Drea: Surely the route is through—with all due respect, that’s one way of doing it. I would prefer not to do it that way. I would prefer to go through the normal channels. There is an administration there. They have operative rules and they carry them out.

If there is something wrong with the operative rule, I don’t feel it incumbent on me to sidestep it by going to someone in my caucus who then goes to talk to you. I would prefer that the thing come all the way through and if there is something wrong in the administration which somebody has overlooked—these people can’t change it—then it goes right to the board and the board says, “Yes, that’s something we overlooked and it will be taken care of.” Then it follows right down the stream; not just for the Conservative members, but it follows right down stream for every member. I may be naive, but I think when we are dealing with your board and with this administration that there really isn’t a partnership. It is a question of the member. Therefore, I would prefer, and I think it’s quite logical, to deal right through the administration.

[10:15]

Mr. Fleming: We’ll look into the matter. I’m afraid that I have not heard of it and I’ll talk to Mrs. Bailey in the morning and find out the facts.

Mr. Miggiani: The trouble with the deposits is we’re going to deposit a sum of money that’s going to remain with Hydro.

Mr. Drea: I know, because you can’t be trusted to pay.

Mr. Miggiani: That’s not the point.

Mr. Drea: That is the point of a security deposit. It is the only valid point in law as to why you need it.

Mr. Miggiani: It is deposited with Hydro and it’s going to stay there, and then when the lease or whatever it is is up, then we have to go and chase them up for it.

Mr. Drea: No, Hydro will send it back to you with interest. If you’re disparaging the Hydro commissions of this province, Mr. Miggiani, believe me you’re talking to the wrong guy.

Mr. Bounsall: In defence of them, I can see that they would say, “Look if it’s your money,

you'll be sure to get it back. Why don't you do this for us?"

Mr. Drea: I would be perfectly willing to do that. But I've been told there is no way I can be reimbursed for it.

Mr. Bounsall: Your deposit?

Mr. Drea: If I pay it personally, I cannot bill the legislative assembly.

Mr. Bounsall: On the rental, yes; that's a different problem. On Hydro I can see them saying, "Look, can't you do this for us; it isn't all that large?"

Mr. Drea: I would be willing to do that, provided at the end of the time—and I don't mind the \$6 or the \$15, or whatever—provided at the end of the time, I can say: "Mr. Miggiani, the lease is up. Here's the thing from Hydro. I now have the receipt back. Will you verify the lease is up and I'll go and collect it."

But I understand there is no way that I can reimburse it. Suppose I have the office for 25 years— is my widow supposed to come in and say, "Look, I think maybe he made a deposit."

It's such an insignificant thing, Mr. Miggiani. It's obviously a matter of doing business in a day-to-day context of the way everybody else does business. Everybody else does it. I don't hear the Steel Co. of Canada screaming about a deposit. I don't hear private industry doing it.

An hon. member: They don't pay it.

Mr. Drea: I don't hear it when we have a rent review office in Scarborough. I checked with the Scarborough Hydro on the rent review office; I checked—deposit paid.

Mr. Bounsall: By whom?

Mr. Drea: Government Services.

Hon. Mr. Auld: Of course in that case I think the government was the lessor—and in the case of the constituency offices the member is the lessor. He gives a copy of the lease to the board; the board pays the rent and undertakes to pay it until the end of the lease. If there is an election in the meantime, there's a different member. My understanding of Hydro is that they might require a security deposit from the lessor, who in this case is the member. Now, I don't see any great problem in the board paying that on behalf of the member, provided that Hydro then repays the board rather than the member.

Mr. Drea: With all due respect, Mr. Minister, I really think the government of Ontario has ways to make sure the Scarborough PUC repays on time.

Hon. Mr. Auld: You brought up the point of a rent review office, which is rented by Government Services, who would pay whatever deposits there were.

Mr. Drea: What about the answering service? Are you prepared for someone on the Board of Internal Economy to get me out of what appears to be a small claims court case with TAS? Are you willing to pay the last month's deposit on my behalf, provided TAS sends it back to you? They say they trust me—I've had an account with them for years—but they don't.

Hon. Mr. Auld: Maybe you should pay it if they don't trust the government.

Mr. Drea: No, but are you prepared to pay that?

Hon. Mr. Auld: It would seem to me that there isn't any great problem, provided we know about it and there is a method of insuring that if the member drops dead that the deposit comes back to the government.

Mr. Drea: You take it out of my group insurance.

Hon. Mr. Auld: We want to make sure you keep it paid up.

Mr. Drea: You can deduct it from my pay. Can I have some assurances? Mr. Bounsall has somewhat the same problem—and I'm sure other members do. Can we have some assurance that within a reasonable period of time the Board of Internal Economy will consider this problem of day-to-day business and come up with a reasonable policy on it?

Hon. Mr. Auld: We'll consider it, and in the meantime we'll ask the staff to check with the Provincial Auditor to see what his views are, because we have to deal with him just like anybody else.

Mr. Chairman: Thank you.

Mr. Drea: No, no, no.

Mr. Chairman: There is another member who would like a question.

Mr. Drea: But I have other—

Mr. Chairman: One more member; the time is running short.

Mr. Drea: Well, all right, I will bow out till tomorrow morning, but I just want to point out to you that for 40 minutes, when I should have been able to ask questions, I yielded to other members.

Mr. Chairman: We won't be meeting again until next Tuesday night.

Mr. Drea: Would you put me first on the list on Tuesday? I think that's fair enough.

Mr. Chairman: Okay. Mr. McCague.

Mr. McCague: I have heard a lot about how flexible the \$3,600 is. It isn't flexible enough to allow me to have a Zenith phone when that is the only thing out of the \$12,600 that I am asking for. I have been to the Speaker. I have been to the Board of Internal Economy. I have been told that it doesn't include that.

Hon. Mr. Auld: The board, as I recall—and correct me if I am wrong—

Mr. Drea: Why don't you ask for a dancing girl? They would pay for that.

Hon. Mr. Auld: If you wanted to include that as part of your \$3,600 you could do it.

Mr. McCague: I want a Zenith phone and I don't want your \$9,000. I don't want your \$3,600. I would like you to pay for a Zenith phone. I would expect that if it went over \$3,600 I would have to pay, but I have been told that it is not included in the \$3,600.

Hon. Mr. Auld: It is not included in the telephone expenses.

Mr. Drea: Put in a collect phone.

Hon. Mr. Auld: The \$3,600 includes the cost of the telephone installation. The long-distance calls are included in your credit card, so those do not come out of your \$3,600. The Zenith operations, if you were to do it province-wide, could cost—

Mr. McCague: I want to do it in my riding, to my house.

Hon. Mr. Auld: Then what you can do—

Mr. Drea: Tell them to call collect and send them in a \$5,000 bill.

Hon. Mr. Auld: What you can do is accept collect calls, which are not included in your \$3,600.

Mr. McCague: That doesn't say that anywhere. You can do it, yes, illegally I suggest.

Hon. Mr. Auld: No. That was discussed this morning.

Mr. Bounsall: Mr. Chairman, could you put it to the minister that that was brought up this afternoon by Mr. Ruston, who wanted that sort of Zenith situation in his riding, and he was told that that was eminently reasonable and that should be easily arranged?

Mr. McCague: I know it is reasonable. I want to get it, though; that's all.

Mr. Riddell: On that very point, I was promised by—

Mr. Drea: We will cut that off right away.

Mr. Riddell: —a girl by the name of Margaret Bailey. When I said that I was far short in my allotment, I was promised that they would include the Zenith line in with my allotment. After I put the Zenith line in they turned around and told me that the government wouldn't pay for it. I have sent a letter into you or Marg Bailey about that.

Mr. Drea: At least you didn't steal it.

Mr. Riddell: They can't tell you one thing and then turn around and do the other. They definitely told me that, being I wasn't anywhere close to my allotment, I would be allowed to put a Zenith line in at the expense of the government.

Mr. McCague: You did better than I did. Margaret Bailey turned me down.

Mr. Riddell: She told me I could do it and that is why I did it.

Hon. Mr. Auld: Mr. Chairman, it's apparent that we are having a lot of birth pains in this new system.

Mr. Chairman: I think the members have brought forth all their problems for the ministry to look at.

Hon. Mr. Auld: Not the ministry.

Mr. Cassidy: We are just beginning, Mr. Chairman.

Mr. Chairman: Well, the time is running just about out.

Mr. Drea: Don't you have any problems? You can use the last 2½ minutes.

Mr. Chairman: It appears that you don't want to finish off item 13 at this time. You want to carry it over until next Tuesday night. Is that right?

Some hon. members: Right.

Mr. Chairman: It's lucky I got through those first 12 so quickly.

Mr. Conway: Perhaps the hon. member for Dufferin-Simcoe might be allowed to continue till 10:30.

Mr. Chairman: Okay.

Mr. McCague: I am not finished until I get a Zenith line.

Mr. Chairman: Well, next Tuesday night we will meet to finish item 13, plus item 11. Mr. Wishart will be here at that time.

Mr. Cassidy: Mr. Chairman, when is there going to be an opportunity for the general discussion which we had promised ourselves after we finished these specific discussions?

Mr. Chairman: That was supposed to follow after we finished 13, which we haven't completed yet.

Mr. Cassidy: We will do Mr. Wishart, because we'll have him here, is that right?

Mr. Chairman: Right, next Tuesday.

The committee adjourned at 10:30 p.m.

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SUPPLY COMMITTEE — 1

ESTIMATES, MINISTRY OF HOUSING

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Friday, April 23, 1976

Speaker: Honourable Russell Daniel Rowe
Clerk: Roderick Lewis, QC

**THE QUEEN'S PRINTER
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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

FRIDAY, APRIL 23, 1976

The committee met at 11:14 a.m. in committee room No. 1.

ESTIMATES, MINISTRY OF HOUSING

Mr. Chairman: Good morning, gentlemen. Now that the minister has arrived and we have a quorum we will convene. Do you have a statement, Mr. Minister?

Hon. Mr. Rhodes: Mr. Chairman, I have a statement—a very, very lengthy one.

Mr. Chairman: Let's have it.

Hon. Mr. Rhodes: It's a very lengthy statement which I've decided not to bore you with. I think I will.

Mr. Cassidy: You're just trying to outdo me in my leadoff.

Hon. Mr. Rhodes: Yes, I am, quite frankly.

I think it goes without saying that this is a relatively new ministry and still, for me, a relatively new portfolio. Consequently, this debate on the current fiscal year's budgetary appropriations for housing seems to be an appropriate time to review at this committee the policy goals and the programmes of my ministry. I therefore propose to touch briefly on the present policy and programme thrusts of the ministry and leave more detailed discussion of these matters to when the individual votes are being considered.

For the most part, I would like to devote the opening statement to a frank analysis of the complex issues, as I see them, of the present high price of housing, the need for a contemporary definition of adequate housing and the overlapping problem of spending the whole of last year's budgetary allocation which my ministry experienced. I have some views on how solving these problems might be approached and we would certainly welcome your comments on them.

You will recall from Housing Ontario/74, the ministry has five major policy thrusts: first, to bring some new housing more quickly into production than might otherwise be the

case; second, to rehabilitate existing stock and existing neighbourhoods; third, to discourage speculation; fourth, to broaden the mix of new housing by encouraging non-profit housing; fifth, to reduce financial and regulatory obstacles by providing grants, loans, mortgages and by streamlining government procedures.

These, of course, are under constant review and in a few minutes I shall be discussing some of the difficulties we have encountered in attempting to implement them fully.

I believe the aims remain valid and that the programmes have made and can continue to make useful contributions to meeting the overall housing goal.

You will know, for example, that the purpose of the Ontario Housing Action Programme is to accelerate housing production in selected high-growth areas and to encourage private developers and builders to direct more units toward families of moderate and low income by improving the partnership among all levels of government and the private development industry. Our experience with OHAP has taught us a good deal and the programme has now been extended for another 12 months.

Unconditional per-unit grants from \$400 to \$600 will be available to municipalities for all units approved under agreements prior to next March 31. In addition, interest-free loans to cover the provision of major sanitary, storm and water facilities will be made to area and regional municipalities and grants for housing, engineering and planning studies will also be continued.

From our experience with this programme we have developed considerable expertise in dealing with municipalities and with the development industry. It is hoped the relationships and techniques which have been generated will prove of permanent assistance in facilitating the production of housing.

In the field of rehabilitation, which I believe to be an important aspect of housing policy and one that will continue to gain in importance as society becomes more and more a conserving society which is aware of the

need to preserve all existing assets. We're planning to extend the Ontario Home Renovation Programme to cover rental accommodation. The extension would provide a new form of financial assistance to bring substandard accommodation up to minimum local structural, health and safety standards.

It will permit the conversion to residential use of space above stores and other commercial functions where such use is permitted by local bylaws. It will also provide funds to convert large, single-family dwellings into rental units, where local bylaws permit. Rental agreements with landlords are an integral part of that initiative.

The programme will apply in areas occupied predominantly by low and moderate-income families and which are not served by the federal residential rehabilitation assistance programme. This is a very deliberate decision made to avoid wasteful overlap. Funds will be allocated according to need rather than by size of population and programme approval will be contingent upon the municipality operating a property maintenance and occupancy standards bylaw.

In addition, the view of the government, shared by most municipalities, that new and existing housing functions in communities and not in a vacuum, is reflected in the new Ontario downtown revitalization programme. This initiative is designed especially to help smaller municipalities. Its aim is to encourage these municipalities to facilitate key revenue-producing development. The emphasis is on encouraging sound business development. The method will be partly recoverable loans to municipalities of up to two-thirds of the cost, plus below-market loans to rehabilitate existing revenue-producing buildings. I emphasize the loans are to the municipalities.

Housing Ontario/74 referred to two methods of curbing speculation: the land speculation tax and extensive land assembly by the provincial government. I believe the land speculation tax has proved useful and it remains in force. Also, the government has assembled a substantial amount of land. The issues which surround the question of whether or not the government should continue to assemble land and, if so, where, in what quantities and for what purposes, are among those I propose to discuss in a few minutes.

Through community sponsored housing we are providing assistance to non-profit rental and co-operative groups. This approach enables charitable institutions, churches, service clubs and municipalities to participate

in broadening the mix of housing within the financial reach of low and moderate income groups. The programme is comparatively new and we are all learning as we go along, but I'm glad to say the supply of funding seems to be in keeping with the capacity of these groups to absorb it.

There has been a problem with interim financing and representations on this point have been successfully made to the federal government. CMHC is now reviewing its guidelines and is also funding a review of this question by the Ontario Welfare Council, which has been asked to make recommendations.

There has also been some difficulty with the complexity of the development and management processes themselves, and my ministry has approved several research grants to support an examination of this problem. In general, we are pleased with the approach and expect that will result in a reasonable flow of units which low and moderate income families can afford.

In the matter of reducing financial obstacles to the production of housing, my ministry has and continues to make available substantial financial assistance in the form of grants, loans, mortgages and through the preferred lending programme. Again, I shall be returning in a few minutes to a discussion of the twin difficulties that not all our available funds were utilized last year and that even the total amount available is still insufficient to meet the goal of affordable housing for all Ontario residents.

So far as reducing regulatory obstacles is concerned, you will know that we have already reduced the approvals process for provincial agencies to 60 days, plus an extra 30 days for consideration of special problems; we've delegated subdivision approvals to regional municipalities; you will know that we have a planned programme for further delegation; that there is, in the Ministry of Housing, a community planning advisory branch to assist municipalities, on their request, with planning problems; and that a complete review of the Planning Act is now underway.

I might also mention that after extensive consultation with regional municipalities, the operations control branch in the ministry has developed guidelines for the form and content of both local and regional official plans. These are now being printed and will be distributed shortly.

They will be used internally by the community planning wing of the ministry and are expected to be of most use to smaller

municipalities and to my ministry in dealing with these municipalities. Very briefly then, Mr. Chairman, that is a summary of our experience with Ontario Housing/74 and where we have found it useful to expand the aims announced at that time.

I would like now to turn to an analysis of what I see as the principal housing issues. I propose to do this by considering the role of the provincial Ministry of Housing in relation to the roles of other participants in the housing process and in relation to the responsibility of this ministry to contribute to the anti-inflation programme. This will assist in clarifying the directions in which the ministry can most usefully consider moving.

First let me say that, in my opinion, adequate housing at affordable prices and within a sound planning framework for all Ontario residents remains a valid goal. It also remains true that in terms of quality, Canadians are among the best housed people in the world. Since 1953, the number of new houses built has consistently exceeded the number of new families formed, and that in a time of rapid population growth. In 1974, the most recent year for which figures are available, the number of new houses built in Canada was more than double the number of new families formed.

In addition, an increasing number of non-family households have occupied their own accommodation. In 1974, the number of new units built was 1.4 times greater than the number of all new households, both family and non-family. The number of families doubling-up has been reduced from six per cent in 1961 to 3.5 per cent in 1971.

In terms of living space per person and measures of quality, Ontario outranks even Canada. Between 1961 and 1971, rooms per person increased from 1.4 to 1.6 for Canada and from 1.5 to 1.7 for Ontario. In the same period the lowest income group in Canada increased its rooms per person from 1.2 to 1.8. The most dramatic increase, 50 per cent, occurred where it was most needed. For provision of living space, Canada ranks first in the world, together with the United States and the United Kingdom; and Ontarians enjoy 20 per cent more living space than the Swedes.

In 1975, only 1.1 per cent of houses in Ontario were without flush or chemical toilets; 1.7 per cent without piped hot and cold water; and 1.4 per cent did not have an installed bath or shower. These very low figures include people living in the very remote areas of our province.

If, then, there is no real problem either in maintaining the long-run supply of housing or in producing good quality housing, to the extent that the goal is still unmet, the difficulties, it seems to me, hinge on price, the need for a contemporary definition of adequate, and the reasons why some municipalities and their residents appear reluctant to accept housing designed to meet the needs of low and moderate income families.

The problem of price is now being compounded because it is reaching higher and higher up the income scale. In doing so, it is raising the equally difficult problem of how much can governments spend on reducing the accommodation cost of an increasingly large segment of the population at a time when, in the interests of controlling inflation—itsself a major cause of the price problem—all government expenditures must be minimized so far as is reasonably possible.

My answer and the government's answer to this question is in the estimates book under your hand. The 1976-1977 appropriations proposed for the Ministry of Housing are quite close to the amount of funds actually expended last year. For some programmes, which I believe can make a very concrete contribution toward meeting our overall housing goal, the amount of funding proposed has been increased. In others, where it has become apparent that merely pouring in more money will not reduce the price of housing, such is not the case.

How then can the ministry best tackle the issue of price? First, I think it must be considered in relation to the roles of other participants in the housing process. The production of no other single goods or service involves so many players—the private development and building industry, the federal government, local and regional municipalities, other provincial ministries and agencies and the general public.

I should like to spend a few minutes examining the role of each of these participants and what effect each role has on the production of housing; and what the interaction of these various roles implies for the type of role which the provincial ministry can most usefully play.

The private development and building industry puts most housing on the ground and has made a major contribution to the high standard of housing in Ontario. The same skill and initiative which produced our overall wealth also produced our high-quality housing. I think few would quarrel when I say we do not want to interfere with that.

At the same time we must recognize that the private sector is called upon to comply with the servicing and development standards set by the municipalities and that, to remain profitable, the industry must produce what it can sell. It has therefore produced the type of housing which most people want to buy but which they may not be able to afford or need.

The federal government controls the money supply and the interest rate and therefore substantially influences the availability of mortgage funds and the mortgage rate. Monetary control is a powerful tool which, constitutionally, the province may not use. The federal government has chosen not to insulate housing against the impact of necessary monetary controls.

The province is also substantially dependent on the federal government for the funds necessary to provide housing assistance to low- and moderate-income families. This is because the federal government still refuses to change the basis of revenue-sharing in this country. Even within the constraints of the present revenue-sharing arrangements, the federal government consistently refuses to move to block funding which would at least permit the province and the municipalities to distribute available funds among programmes most suited to local conditions.

[11:30]

Instead, the federal government initiates programmes which the province can then join on a cost-sharing basis, but all too often federal programmes overlap with existing provincial or municipal programmes. The result is frequently confusion and uncertainty among the general public and in the private building and development industry. I am happy to say that the federal government has now agreed to three year planning and prior consultation on programme development.

In programme areas which are most appropriately federal, the federal government is singularly slow to move. Three years ago, CMHC and the Ministry of State for Urban Affairs announced the setting up of a federal mortgage exchange corporation. This would add materially to the liquidity of the private development industry and do far more to reduce financial obstacles to housing production than any provincial ministry could achieve. We still await the implementation of this mortgage exchange corporation.

It is the area and regional municipalities which prepare official plans and zoning by-laws, set servicing and development standards, enter into developer agreements, set lot levies, provide a variety of hard and soft services

and, in the case of regional municipalities, now have delegated approvals authority. If anyone feels it is necessary to defend the federal government on the issues, by all means do so.

Mr. Bullbrook: No, no, we don't at all. But don't try to lie to us, Mr. Minister, and say that it's unconstitutional for you to subsidize interest rates, because it isn't. It isn't. Don't blame the federal government totally in that respect.

Mr. Chairman: Order, order, please.

Mr. Bullbrook: You can move within the framework of your constitutional responsibility. You can move with respect to interest rates and you know you can, so don't give us that pap.

Hon. Mr. Rhodes: With respect, Mr. Chairman, the hon. member will realize that I did not say there was anything unconstitutional about the subsidizing of interest rates.

Mr. Bullbrook: You said it was a federal responsibility.

Hon. Mr. Rhodes: I said monetary control.

Mr. Bullbrook: Right, monetary control, but you can move in that respect. You know you have ample avenues to move.

Hon. Mr. Rhodes: Well, we can debate the issues as we get to the various items.

Mr. Bullbrook: You bet your life we will.

An hon. member: This is just the beginning.

Mr. Chairman: Order. Mr. Minister, continue.

Hon. Mr. Rhodes: I have lots of time and you obviously do too. The influence of these activities on the production of housing is apparent and the municipalities must accept their share of responsibility for the high cost of housing and the relative insufficiency of moderately priced family housing. I make no bones about saying that the reluctance of many municipalities to accept assisted and no-frill housing has lengthened the waiting list.

In attempting to deal with the questions of price and a reasonable definition of "adequate" housing, the ministry therefore faces major jurisdictional constraints. It stands between federal financial control on the one hand, and municipal control over starts and servicing costs on the other. There is no point in pretending otherwise. By constitution and by custom, this is so.

Even on that middle ground where it can seek its most appropriate role, this ministry does not stand alone. It shares that ground with a range of other provincial ministries and agencies which provide trunk services, highways, hydro—

Mr. Singer: They are bad too.

Hon. Mr. Rhodes: —pay municipal grants, contribute substantially to education costs, interface other major policy areas such as agriculture and the environment, with the provision of housing, and prepare regional policy plans. The provision of housing depends on some of these activities and it must necessarily co-exist with other equally important considerations.

The issues are very complicated. Necessary services and housing must be provided where they are required, which means in existing and growing population centres.

Mr. Singer: Where there are people.

Hon. Mr. Rhodes: At the same time, my government is fully aware of the pressures which this is putting on other land uses and of the need to encourage more evenly distributed population growth throughout the province. We are planning new communities such as North Pickering and Townsend to moderate some of the extreme pressures in southern Ontario, where growth is most intense. The Treasurer (Mr. McKeough) recently tabled in the House a set of regional development proposals.

I am quite clear that none of these aims can come to fruition without the provision of housing, and I am equally clear that the provision of housing must take its place among the many other aims of government. To pretend otherwise would be idle.

Besides the industry and besides three levels of government, the wishes of the general public also influence the housing production process. The public expects high-quality housing and expects a high standard of municipal services, and until recently they have been willing to pay the market price of housing. It is important to note this point carefully, because nothing can be sold at a certain price unless a customer can be found who is willing to pay that price.

The other thing the public expects is that the government will provide appropriate housing assistance to those who need it. The difficulty with this expectation is that most people who already have a house would just as soon that assisted housing be provided in somebody else's neighbourhood.

To this audience, I don't need to belabour the many cross-currents and interactions between the various participants in the housing process. What I do ask is that you keep in mind that, however much the price or the standard of housing might be affected by the mortgage rate or the desirability of a high standard of local libraries and recreation areas, the Ministry of Housing is only one among many players in the housing game.

There's no point in suggesting that one ministry should take over the world. What is required is serious consideration of what a provincial Ministry of Housing can effectively do or propose. There's one other requirement to put this discussion in perspective and that is to indicate the scope of the problem. The social necessity of providing housing assistance to low and moderate income groups is now taken for granted. I want to remind you of the current income levels and how these relate to the price of housing.

The figures I'm going to quote are estimated, of course, and they've been updated from 1974 figures—the most recent available and published by CMHC and Canadian Housing Statistics/75—by an allowance for the average increase in wages and salaries since then. On this basis, the lower third, in income terms, of Ontario's families have an annual income of less than \$14,500 approximately. The middle third has a family income ranging from approximately \$14,500 to approximately \$22,000. To qualify as belonging to the upper third, a family must have an income of better than \$22,000.

You will know that the present family income limits for the HOME programme are \$17,000 for a single income and \$19,000 for two incomes. You will also know that the very heavy demand for this programme indicates that most families in this income group, who are entering the housing market for the first time, cannot afford to buy housing in the private market. It is clear that what we must do is seek practical and equitable ways of bringing the market price of housing within reach of a much greater percentage of the population.

The first and perhaps the most important step towards solving any problem is to make a clear diagnosis of the causes, since otherwise the wrong treatment might be applied. In this case, I think we are looking at three specific problems which overlap. I think the reasons why the price of housing is so high overlap with the question of defining adequate housing and that both these issues overlap the reasons why this ministry has experienced difficulty in spending all the

funds it could allocate to providing housing assistance to low and moderate family income groups.

To deal first with the causes of the price problem, we are all aware of the influence which the inflation rate has had. From 1971-1975, the labour and materials cost of construction went up by about 50 per cent. This affected not only the unit cost of building but the unit cost of pipes, highways and other support services necessary for housing, all of which are reflected in the cost of housing. Equally, we are all aware of the influence on cost of the high servicing and development standards now required by many municipalities.

The price of housing is largely set by the price of existing housing, since transactions in existing housing outnumber those in new housing by approximately two to one. The price of housing rose more than the cost of housing. At least part of the reason for this is that consumers were willing to pay and at least part of the reason for this willingness was probably inflationary thinking—perhaps tomorrow's prices will be higher than today's. The rising price of housing also encouraged trading up and small-scale speculation, both of which increased the number of transactions and therefore exerted an upward pressure on price.

There was also the question of high and rising expectations—consumer expectations—as to the standard of living, including the standard of housing, to which people felt entitled. There were expectations that the standard of living would go on increasing. It is here, I think, that the questions of price and of defining adequate housing overlap. Consumer expectations were also partly responsible for rising servicing and development standards.

This responsibility was partly direct—in that the standards were considered desirable in themselves—and it was partly indirect. Existing residents preferred the effect of expensive new servicing standards on existing property values. Consumers were not alone in this type of thinking. All levels of government, including the province, reflected the fact that we were living in a wealthy society and the municipalities were not adverse to improving their assessment base.

There were also, and still are, growing concerns about the preservation of agricultural land and the natural environment. These are very valid concerns and must be retained but I submit that so far there has not been very much realistic thinking as to the trade-offs which are necessary if both

rural and urban development are to proceed to the best advantage. In particular, there has not been sufficient preparedness to consider seriously increasing housing densities, both for reducing the cost of housing and for saving land for other uses. It is at this point, it seems to me, that both the questions of price and of defining adequate housing overlap with the difficulties we have experienced in spending this ministry's available funds.

Municipal resistance to rent-geared-to-income and no-frill housing can be traced, in part, to the high cost of soft services deemed appropriate to support residential development. This, of course, relates directly to the general level of expectations. Also, in some cases, existing residents frankly do not want lower-cost housing partly because they think it will affect existing property values and partly because they are afraid of the ongoing costs. Naturally, any local council has to be very much aware of local views.

One consequence of this situation has been a shift in emphasis from building rent-geared-to-income housing to the rent supplement programme. But buildings to which the rent supplement can be applied must still be constructed and the problems just mentioned have also harassed this endeavour. The maximum percentage of rent supplement families which these buildings house is 25. The remainder of the accommodation in these buildings is for rent on the private market yet municipal sensitivity to servicing costs—the standards for which they have set—together with the public resistance to fairly high density development have added to the difficulties of implementing such programmes.

If anything, the influence of cost on programmes designed to provide housing assistance has been even more pervasive than the influence of standards. It is now financially as well as socially less difficult to provide ownership assistance than it is to provide rental assistance. The whole cost structure, including maintenance costs, is at such a high level that even when financial assistance has been provided to put the buildings on the ground, the cost of subsidizing rental units in these buildings appears almost prohibitive. The result is that all levels of government are required to re-examine subsidy costs which are rapidly increasing.

As I mentioned earlier, the need for housing assistance to moderate income groups is considerable but, unfortunately, the need among low income groups is even greater. It is clear, therefore, that both costs and attitudes must be modified to enable that signifi-

cant sector of the population to obtain adequate housing at affordable prices.

You may have noticed in the paper recently a very frank report from the city of Toronto as to why it is having difficulty in meeting its housing targets. One of the problems is cost. This is, perhaps, particularly so in downtown Toronto where land values are so high, where there is little room for new development, and where the costs of suitably renovating existing structures can be very high indeed.

Naturally, there have been other difficulties as well at both the provincial and municipal levels. I am not suggesting that price and attitude are the only reasons why sometimes it is very hard indeed actually to implement assisted housing programmes. There has been overlap and confusion between federal and provincial programmes. This has caused uncertainty among municipalities as well as builders and developers and community-sponsored groups.

In some cases, the latter groups have found difficulty in unscrambling how to go about getting assistance and to whom to apply for it. When I was speaking earlier about the experience we have had so far with community-sponsored housing, I told you of the steps we were taking to improve this situation.

Problems remain in other areas. It's flattering, for example, but confusing to find that the federal government was so impressed with the success of the HOME and OHAP programmes, which are onstream now, that it introduced its Assisted Home Ownership Programme and the federal Housing Action Programme. There is overlap also in assisted rental programmes. Surely, it would be simpler and more efficient for all concerned if the two governments could get together with the municipalities—and the province and the municipalities have agreed on this—to make funds available for rational distribution within the province and not to indulge in overlapping programme design.

In addition to the specific reasons which I have outlined as explaining why there is a price problem, why there is an attitude problem and why it is not always easy to spend housing allocations, it seems to me that these already complex questions are also underlined by the question of supply and demand, both of housing and of serviced land on which to build housing. Each side of this equation is complicated in itself.

The demand side entails a whole range of questions concerning population growth, immigration, the very rapid growth rate of

large urban centres, on which it is clear that the provincial Ministry of Housing cannot impose unilateral answers. On the supply side there has been endless debate as to whether the appropriate role of government is to put in the services or assemble land. I submit that this debate has really been rather beside the point.

[11:45]

The government does put in the services. For each housing unit, the estimated cost to the public sector for associated hard and soft services is approximately \$10,000, and that's a fairly sobering amount. For various special purposes, the government has assembled land, but the question of the province acquiring land on a sufficiently large scale to provide for most future housing needs really does not arise. The capital cost alone would be prohibitive, to say nothing of public resistance to government acquisition or expropriation. Of course, the need for, and the huge cost of servicing would remain.

The real questions to be addressed are, what causes the value of urban land to rise and why can it rise so quickly?

Mr. Cassidy: That's a very kind of superficial dismissal of a very important question, Mr. Minister, don't you think?

Hon. Mr. Rhodes: Mr. Chairman, I didn't think we wanted to go into that in the opening statement, which I warned you was rather lengthy to begin with. I thought those were matters that might be discussed during the committee's discussion of the items.

The real questions to be answered are, what causes the value of urban land to rise and why can it rise so quickly? The short answer is that urban land gains in value from its location. The complete answer is long and complex, so I want to mention perhaps a few of the main contributing factors as I see them.

The first increase in the value of non-urban land accrues from its proximity to a developing urban area and the expectation that it will be serviced. The public sector provides the servicing. This expectation can be modified or enhanced by the planning and zoning activities of the public sector. Either its value or its potential value will be increased by its accessibility, particularly to the urban core. Accessibility depends on transportation facilities, which are provided by the public sector. Urban land can further increase in value from changing accessibility as the town or city grows. Land formerly considered distant from the core becomes closer to it than new development.

The transportation facilities necessary to make new development accessible, and the enhanced facilities closer to the core that normally accompany urban growth, are both provided by the public sector. The list goes on and on.

But the public sector does not create or enhance the value of urban land single-handedly or in a vacuum. While it is true that few urban uses can occur without public sector intervention, these actions are closely related to the private choices of individuals and families seeking a place of residence and of firms seeking a place of business. The price of urban land is now the single highest (cost) component in the price of housing. Everyone, both as resident and taxpayer, has shared in the process of adding value to urban land. Everyone is now affected by the price of housing and all taxpayers share the prospect of the untenably high cost of providing housing assistance.

It would be unreasonable to expect either a single or a simple solution to so complex a set of questions, with so many interrelated aspects, and when there is such a variety of participants in the housing production process. It seems to me, therefore, that this ministry must concentrate its approach on areas which it can influence, directly by its own actions, indirectly by proposing reasonable and equitable approaches to other participants, or a combination of both.

There's one role for my ministry about which I have no doubt—that of leadership by focusing the growing awareness of the adjustments we all must make to our changed economic circumstances. In fact, my ministry assumed this role some time ago, when a study on urban standards was commissioned. The main purpose of the study was to find out whether lower housing costs would result from reduced standards. The report is now complete and the answer is, yes, cost savings from \$6,000 to \$8,000 per lot are possible by using standards which are already accepted in various parts of this province.

The study was painstaking in its thoroughness. Care was taken to ensure that the reductions suggested were never extreme. The standards which the report now proposes meet CMHC requirements for outdoor space and separation, and provide for increased landscaping, privacy screening, more play area and improved control over design and siting of units. Rational site planning standards are the key to the new proposals. Seventy-five per cent of the potential savings would result from reduced lot sizes, and 25 per cent from engineering changes.

The report is now being circulated for comment and I anticipate that it will begin to focus public debate. The report poses two large questions concerning acceptance of the recommendations. Will the concern of the municipalities with their revenue base impede the use of the proposed standards, and will the savings in cost be passed on to the home buyer?

The first question reflects the issue of soft servicing standards—such things as arenas and other so-called soft services. This, in turn, relates directly to my earlier discussion of high and rising expectations, of the attitudes of everyone—including government—engendered by living in our wealthy society and of the influence of inflation on all necessary costs.

I am aware, of course, of municipal resistance to the size of municipal grants included in the Treasurer's recent budget. I have no apology to offer for the Treasurer's action because I would remind you that grants to municipalities and school boards, included in the budget, represent an increase of \$225 million over last year and a growth rate of 7.8 per cent. Nobody likes restraint in the rate at which expenditures can increase but it must be exercised. The inflation rate must be brought under control and we have to learn to live within our means.

The second question, as to whether cost savings from reduced standards will be passed on to consumers, also harks back to an earlier discussion of consumer expectations and purchasing behaviour. My ministry will certainly be examining what can be done toward ensuring that some buyers do receive the benefit of cost savings. It will also be interesting to see whether consumers are willing to take the trouble to find out what servicing and development standards have been employed on the lot for any unit they propose to purchase and whether they will refuse to pay an unreasonably high price.

Another factor which has been adding to lot prices is municipal cash imposts. Again, municipalities have been charging cost imposts to offset the total cost of providing services considered appropriate in support of residential development.

Cash imposts are normally paid by the developer and so form part of his cost on which he must pay servicing charges and earn a profit. The questions to be answered then are:

Should the applicability of cash imposts revert to the actual area of new development?

Should municipalities be required to demonstrate the actual cost of necessary services for new development?

Should imposts be paid by the home buyer rather than the developer so that the home buyer will know the cost of services associated with housing development and be able to relate this to the standard of servicing?

Should the former practice of homeowners choosing and paying for an enrichment of services over a period of years be reintroduced?

And the overall question: How far should the province legislate what the municipalities and home buyers can or cannot do?

I mentioned earlier that a complete review of the Planning Act is under way. You may have noticed that the brief of the Provincial-Municipal Liaison Committee to the recent tri-level conference recommended that the provincial and federal governments accept the official plan as the key instrument of the municipal planning process.

The system is far from perfect but success with it to date does seem to me to indicate the usefulness of short-run as well as long-run planning. In its present form, the official plan is mainly a long-run document. Long-run planning, of course, remains essential. There must be farsighted land use allocation and planning provision for the location of major services but it may be worth examining further whether a more flexible short-run approach to planning and development should also be encouraged.

A familiar example of the approach I have in mind is the municipal housing policy statements. These have proved a useful way for the ministry to receive advice from municipalities as to their expected total housing requirements. They have also indicated what assisted housing municipalities expect to need and are prepared to accept. This has been useful to OHC, to OHAP and to the various rehabilitation programme planners and, of course, approval of housing policy statements has been necessary to qualify for municipal land assembly funds which, in turn, is assisting to focus public sector land assembly. In several ways, therefore, the statements are serving a co-ordinative purpose.

I should like to summarize my present policy stance by saying that after taking into account the roles and influence of other participants I see my ministry as giving leadership in providing adequate housing at affordable prices and within a sound planning framework by:

Actively advocating ways in which house prices might be reduced;

Working toward a clearer understanding and acceptance of federal-provincial-municipal responsibilities and, because housing is a mixed private-public enterprise, facilitating the role of industry;

Assisting in the conservation of the existing housing stock;

Requiring that all resources of either funds or staff allocated to housing be demonstrably employed in the most effective way.

I think I will have ample opportunity over the next number of days to have the views of the members of the committee.

Mr. Cassidy: I'd like to open by thanking the minister for that statement. I can't remember a leadoff on estimates for any department in the last four years which tried to come to grips with the policy issues as well as the minister has tried to do. I disagree with the way in which you are handling things and I think that because your government is a Conservative government you probably don't have the fortitude to do the things which are necessary to resolve some of the problems you are talking about. But I appreciate this approach and I hope the estimates can continue on the kind of tone you've set.

I've made a number of notes as I've gone through but I have to say that probably some of these things I will absorb and come back to you with as we go through the individual items. It's a bit difficult to keep in touch with everything. Perhaps I can make these comments, though—

Hon. Mr. Rhodes: Excuse me, Mr. Chairman, I should have said earlier that if you wish copies of the statement they can be made available to you to peruse at your leisure.

Mr. Cassidy: Sure, I think we'd appreciate that. I'm glad we have a briefing book incidentally, although it seems to be at least as informative as last year. I'm sorry it couldn't come earlier although I appreciate that you may have been as surprised as we were by the earliness of the consideration of these estimates.

Hon. Mr. Rhodes: Considering I was here last October I didn't exactly—

Mr. Cassidy: That's right, we were here only six months ago. One of the things I was going to say was that I had a look this week at the leadoffs of last October and, in many

ways, many of the things which could have been said to lead off these estimates were said then. You didn't do that last time, Mr. Minister—

Mr. Shore: He said "next year."

Mr. Cassidy: Maybe, that's right.

Hon. Mr. Rhodes: If you have the same minister.

Mr. Cassidy: It's actually interesting as well, listening to your statement as somebody who has been concerned about housing and has been advocating a number of things for a number of years, to find you now accepting—not just you, obviously; your department and a whole group of interested parties in the housing field—things which as recently as two or three years ago were radical things being said by the New Democrats, for God's sake. Your people really didn't accept them at all.

It is also fair to note that the acceptance of a social housing policy—or at the least the goals of a social housing policy—on the part of this ministry is a very recent kind of conversion. It's only three years since the ministry was formed and prior to that Ontario, where the constitutional jurisdiction for housing lay, simply did not exercise that jurisdiction at all.

There was no focus for that jurisdiction. There was no ministry. The minister is critical of CMHC—with justice, I think, in a number of cases—but before three years ago you simply used to stand aside here in Ontario and let CMHC do the running. That was fine as far as the Ontario government was concerned.

I'm a bit concerned—I don't think you're really saying this—but there has been a tendency at times at the provincial level to blame the municipalities and to blame the feds and to blame the private sector and maybe to blame the mortgage lenders and things like that and somehow leave the provincial sector blameless. That's not what you've done in your statement because you have accepted the role, but you need to beware of that kind of thing.

I think you've also dusted over awfully lightly the failure of your ministry actually to spend the amount of dough you had allocated to you last year. The underspending of \$57 million, I think it was, which the Treasurer (Mr. McKeough) scooped up from you in March represents a very substantial failure in implementing the programmes which this ministry set out to do last year.

It seems to me that the programmes which were underspent were not that difficult to get

into. Most of the money which was under-spent was not directed to building unacceptable ghettos of low-income housing in the middle of Rockcliffe Park and Rosedale and other places which would be bound to object. It was for moderate and middle income housing to be funded in various ways through the Ontario Mortgage Corp. I suspect we'll find when we get into the details of the estimates that most of the \$57 million came from that source.

In other words you were not capable of doing in the ministry the easiest part of your job. If you couldn't implement that, how the devil are you going to implement the more difficult problems of regulating land prices, of persuading or controlling or compelling municipalities to change some of their elevated views about standards and site servicing and that kind of thing?

[12:00]

I want to make another specific suggestion in response to what you have put forward, Mr. Minister, and that is this. I would suggest that as part of your public relations programme with the municipalities we probably all need to know more than we know now about the costs and revenues that are attached to the residential units in municipalities. You may recall, three or four years ago the borough of York did a comparison about the revenues and costs attached to building highrise or building lowrise, and they found out that there was essentially no difference between them. What they didn't compare, though, was the picture as between a new unit and the picture as regards an established unit.

In fact, every homeowner and every tenant in the province is subsidized in the sense that the taxes that he pays on his housing unit does not pay for the cost of services to that housing unit and to the people who live there, probably with the exception of very high value property in places like Forest Hill or Rosedale, and they get subsidies different ways.

If you take an average residential unit paying about \$700 a year in taxes, you will probably find that anywhere between \$1,000 to \$2,000 per year is spent on hard and soft services for that particular housing unit and its residents; more if they happen to have two or three kids of high-school age who are each receiving a provincial subsidy of maybe \$700 or \$800. There is a lot of cross-subsidization from commercial and industrial development which more than pays for itself to residential development that less than pays for itself.

I have a hunch that a lot of the imposts and a lot of the other things that are being done to try to keep out new development are based on the premise that each new housing unit should return in taxes the total cost of the services that are provided to the unit and for the residents of that unit. It doesn't even take into account the fact that every time you add a new housing unit you have a certain amount of new commercial development, a shopping centre and that kind of thing, in order to service that unit, so that there are new tax revenues that automatically come along, and there are also jobs that go along with the development of new housing. I would have thought you could come up with that fairly quickly, and that might also help in the ministry's end of the discussions with local municipalities.

It is curious that the biggest single cost attached to new development is the cost of education. Municipalities often argue, or are believed to be arguing, that we can't have a lot of this kind of new development in our municipality because the school tax costs are going to be so heavy when you bring in a project of a lot of two, three and four child families. But, in fact, the municipalities that handle the planning and zoning are not responsible in any meaningful way for the education costs, because those are met by other municipal authorities under our split municipal system.

In the States and other jurisdictions where education is a direct municipal responsibility that might be a more reasonable position to take, but the municipalities just aren't affected by that. I would have thought the equalization programmes in the province are such that, say, between Nepean and Ottawa, a high-child and a low-child area, or between Mississauga or Etobicoke and Toronto a high-child vs. a low-child area, the burden of education costs on housing is basically pretty much equalized by the foundation plan which the province has brought in, by the way in which rents are related to the ability of the municipality to afford.

Those are sort of general comments that I wanted to make in relation to your statement. I had some more specific comments that were part of my opening statement, Mr. Chairman, although I have already anticipated some of them in these comments. Let me start by saying that, just for the record, we are going to propose some cuts in your budget. Because it's housing and because it's a strong priority with the New Democratic Party, the cuts are not going to be particularly great. We have been going through a number of depart-

ments, and we have a hunch that there is fat or there is overspending in a number of areas, and given the kind of feelings that people have been expressing over time, and given the kind of rhetoric that your government has put forward about the need for restraint, we are going to bring forward some areas for restraint.

I suggest to you that that may be resisted by your members, and it may also be resisted by the Liberals, who have been the apostles of restraint in the past. That will be an interesting exercise when we get into the specifics. I can tell you that last—

Mrs. Campbell: It's interesting the number of Liberals here interested in this department, as opposed to anyone else.

Mr. Cassidy: My caucus has complete confidence in me.

Mr. Cunningham: You are the resident expert on this.

Mr. Cassidy: That's right.

Mr. Chairman: Order, please.

Mr. Cassidy: I can recall, Mr. Minister, the number of times that I was exhorted over the radio last spring, as I drove down here, to get in on the homebuyers' grants. You may recall that I played a tape of one of those things, about how Ontario was doing its share.

Hon. Mr. Rhodes: Did you get in on it?

Mr. Cassidy: No, my secretary did.

Hon. Mr. Rhodes: You didn't?

Mr. Cassidy: No, my secretary did, because she has—

Hon. Mr. Rhodes: You mean you didn't get it for your place?

Mr. Cassidy: No.

Hon. Mr. Rhodes: Oh, you should have. Does that help out the people you evicted when you took it over?

Mr. Cassidy: That's right, yes.

Mr. Chairman: Order, please.

Mrs. Campbell: You are sharp today, John.

Hon. Mr. Rhodes: No, mean.

Mr. Cassidy: The recovery in the housing market this year so far simply gets us back to around the 1974 levels of housing construction, and while you, Mr. Minister, talked

about the rate at which housing starts have led family formations over the last 20 years, I notice that you did not make for once a housing target, or a housing prediction, either for the current year or in terms of what the government wants to do.

Mr. Shore: The Treasurer did.

Mr. Cassidy: I would assume that that's a very significant omission, and that the targets, both of the Comay report and of Housing Ontario/74, have now been abandoned, and that you have simply decided to take what you can get, and put the best face on it, and not to lead with your chin, as so many previous ministers in this portfolio have done, by making a prediction which inevitably was never fulfilled.

You may recall that both Comay and the Housing Ontario report talked about the need for around about 100,000 starts per annum. We have been looking at that, as you have, and in fact it interested me that some of the re-evaluations we have been making in our housing policy, which also comes under review from time to time, are moving in directions which are clearly being taken by the department as well.

The material which the Treasurer tabled on planning included demographic projections which indicate quite clearly that actions have been taken by the ministry, based on estimates of population growth and so on, which now are no longer realistic. In other words, probably the overall target of Housing Ontario/74 of a million over 10 years, is too high, because family formations are slowing down and immigration into this province is slowing down. They are all going off to set up with the blue-eyed Arabs in Alberta, and Ontario is not getting as much interprovincial migration as it used to. There may even be beginning to emerge a slowing down of intra-provincial migration, partly because of the high—

Mr. Kerrio: They go to BC too, Mike.

Mr. Lane: Not now.

Mr. Cassidy: They are going to BC as well; particularly when there is an NDP government they are going out there.

There may be less intraprovincial migration into the "golden horseshoe," partly because of rising housing costs in this area and partly because of a change in people's values. Certainly in the States the slow growth and negative growth of more rural states like Wyoming and Vermont, and places like that, are now experiencing a renewed growth, and

some of the fast-growth areas are having slower growth, and that may well be happening here as well.

All of those things influence the amount of housing starts we are going to need. In the short run, however—which means over the next two or three years—it seems to us that even if a need to catch up with the trend line of Housing Ontario/74 may no longer exist, we have been arguing at times that maybe our housing starts should get back up to 115,000 to 120,000 a year to get back on to the trend line of what the minister was projecting a couple of years ago.

You can't use the change in demographics as an excuse to simply say, "We will stop encouraging a high rate of construction in the province." While the priority has obviously shifted to affordability, I think you would admit, Mr. Minister, that if there was affordable housing coming on to the market, the effective demand in the market will be a hell of a lot higher than the effective demand which is now running at 75,000 or 80,000 per year.

This year we'll absorb about 75,000 or 80,000 housing units, but you literally could put another 100,000 units on to the market and see them taken up if they were directed to people in the income ranges of under \$17,000 or \$18,000—the people who queue up for HOME lotteries and who are now underhoused, not in relation to expectations that you describe but in relation to kind of reasonable requirements for family housing.

It seems to us, therefore, as a party, that the ministry should, in fact, have a housing target. You should be talking about starts at least around the 100,000 a year level, and you should make sure that a very high proportion of those starts are directed to people in the lower half of the income range, who are the people who have suffered the most from the lack of housing policy and from the very high increase in housing costs over the last three or four years.

You've heard me talk, Mr. Minister, with regret about the way in which the OHAP programme, for example, was directed. About 60 per cent of it was directed to people earning more than \$20,000 per annum. Even on the most recent family income figures that you've just given, that means most of the OHAP programme has been directed to the people in the upper half of the income ranges, when clearly the need was to people in the lower half of the income ranges.

I'm not going to quote what is in the Toronto Real Estate Board's newspaper but I picked it up in preparation for these esti-

mates. It is significant that as you look through the listings, there is barely a house which is advertised on the market selling for less than \$50,000. The average in the Toronto area is about \$60,000. If you take out the two-bedroom condominiums and other units that aren't particularly suitable for families, you probably get up to \$65,000 or \$66,000. The cost of housing for people who are in this particular metropolitan area who are getting into the market for the first time, is running around \$500 or \$600 per month, and therefore requires an income of something over \$20,000 per year. Those are the kind of chips you have to put on the table in order to survive.

Ottawa isn't much different, and when you look into the smaller communities, God, you find even in the smaller communities that the income requirements are quite unreal when related to the income expectations that people can have in the industries of those communities.

The only way that people who work in Orillia can afford to live is by going 20 miles out in the country. The homes being built in Orillia are being taken up by the people from Barrie who can't afford to live in Barrie because the homes in Barrie are taken up by the people who have work in Metro and can't afford to live down here. That's the kind of situation to which your ministry has obviously contributed.

I notice that the minister did not talk at all about the Ontario Economic Council's recent report on housing. I don't want to go into that in particular length, but it seems to me that the Economic Council was a lot tougher with the ministry on the question of affordability and on the need for programmes to benefit people in the very low income groups. If what the minister says is correct—which is that it is going to get tougher and tougher to provide rental housing at rents that people in low income ranges can afford—then what the devil is going to happen? What responsibility have we got to people who handle the scut jobs, the dirty jobs? What responsibility do we have to the increasing number of single-parent families who are now the bulk of people in the poverty range? There is no answer coming from the ministry to that kind of question.

[12:15]

What are you going to do about the very obvious need, which was underlined by the Economic Council, to provide a shelter supplement or some other form of general assistance to people in low income, high impact housing needs such as single-parent

families? Right now, of course, we have a very inequitable situation. They pointed out that OHC, for example, serves perhaps eight per cent of the people with comparable needs. Most people who would qualify for OHC either can't get in or for various reasons just can't stand it and wouldn't want to try. There is nothing particularly being done for them.

Mr. Rose was up in Ottawa the other day—I say this to Mr. Riggs—and said that the OHC was going to get out of family housing completely. It was all going to be rent supplement from now on. That's quite an alarming and amazing thing to say because it means that instead of little being done for family housing, nothing will be done at all.

You will come in with great statistics about the number of one- and two-bedroom apartments you have been able to get under rent supplement. The dollar sign will prevail when you look at the costs you are being asked to pay and the degree of deep subsidy required for rent supplement on three- and four-bedroom family units. You won't talk about the rent supplement units you are losing every year now that the programme has been around for four or five years.

Effectively, the whole commitment to low-income housing which, in its own way, was represented by the programme of OHC four or five years ago has simply been abandoned. Along comes the Ontario Economic Council and says it isn't just rent supplement that we need. We don't want to make people go through hoops. People ought to have a reasonable kind of choice in getting suitable housing accommodation even if they happen to have low incomes and you have to do it through a form of shelter supplement. This government, of course, has no answer to that at all.

Old-party governments, of course—it has been a traditional Liberal solution as well—say what we need is income redistribution on a general level and so we are going to have a guaranteed income plan or something like that. That's all very nice but we have been talking about it for nine or 10 years. I was in Niagara Falls in 1969, I think it was, when Bob Stanfield got the Conservative Party to agree to a guaranteed income plan. Nothing has happened and clearly nothing is going to happen now that Mr. Stanfield is no longer the leader. I can't expect it from James Taylor.

It has been promised and talked about by the federal Liberals since time began and frankly I despair of them as well. The federal Liberals, with respect, Marvin, have a much

stronger reform wing than the Ontario Liberals have at this particular time.

Mr. Riddell: If your people had the reins, you would spend this country into oblivion.

Mr. Cassidy: Do you think so?

Mr. Bain: What about the federal Liberals?

Mr. Shore: I figure we have enough problems in the province without worrying about all the other governments.

Interjections.

Mr. Cassidy: The thing about redistribution is that in housing in particular the situation is grossly unfair. The lower your income, the higher the proportion of it you spend on housing. The higher your income, the lower the proportion you spend on housing. It is like a reverse tax. If you put it in a tax situation, it would mean that people earning \$10,000 a year would pay half of their income in tax and people earning \$100,000 in income would pay 10 per cent of their income in tax.

That's essentially what happens in the housing sphere although it isn't a tax. It's a shelter cost. That's why the need for a shelter allowance is particularly acute. Whether or not we ever get to a guaranteed income or income redistribution in our time, it is feasible to talk about a shelter allowance scheme directed to young families with kids under the age of six or seven where there is a need for the mother or one of the spouses to be at home, and directed to older people and to people who are particularly poor.

Restraint or not, as the minister has said, on an average we are well housed in this province. We live in one of the most fortunate jurisdictions in the entire world, and one really wonders whether it shouldn't be possible for us to resolve this kind of problem. There seems to be some indication that relatively speaking, the degree of poverty, or the number of people below the poverty line, is actually going down in the last year or two in relation to the overall population.

It is not an insuperable problem to give people who are poor the wherewithal at least to resolve their problems of housing poverty, even if you can't resolve their overall problems of poverty. Housing poverty is one of the major symptoms of poverty overall. If somebody rejects a shelter allowance and decides that he still prefers to live in a shack, that should be his right. I don't think any government should tell somebody he has got to live here or here or here. Under the Con-

servatives though, in fact, you do tell many people that they have got to live here—this senior citizens project, this rent-geared-to-income project—because otherwise people simply can't afford to survive.

I must say that when we get to the specifics of this ministry I think we are going to talk about some of the failures and some of the problems that you, Mr. Minister, are now responsible for in a way that you couldn't be blamed for six months ago when you hadn't had the ministry for very long.

An hon. member: It's time for a change.

Mr. Cassidy: I can remember you making a fairly raspy speech saying that the developers in London were really pretty complimentary, suggesting you'd gained control of the ministry in such a short time so that you could lose it again. Anyway, presumably, you have had some control of things right now.

We are going to ask a lot of questions about OHC, including the administration costs of OHC and including access to the books of OHC. It seems to us it is intolerable that a publicly operated corporation should reveal as little as it does, and it seems to us it is intolerable that the people who are the tenants of Ontario Housing should have no voice in its management, should have not a single representative on its board, should be so completely shut out, abused and frustrated in their efforts to gain a legitimate status. It seems to us that the OHC should be a model to the private sector of how rental housing should be operated; whereas, in fact, what it is, is a model of the private sector.

It is interesting that for every \$3 Ontario Housing Corp. collects in rents it spends \$1 in administration costs. We will look at that with some interest later, but I wonder whether people in the private sector, in fact, would survive if for every \$1 they took in in rents they spent 33 cents in administration costs.

Mr. Shore: That's an interesting statement really. You have just contradicted yourself.

Mr. Kerrio: You said it was a model of what shouldn't happen.

Mr. Cassidy: That's right, it should be a model of what should happen. I think the administration costs that we can see in these estimates of OHC are up by about 30 per cent. There is no particular sign of control or restraint there, and I suspect this is an area which will probably deserve a good deal of looking at. If we find out that you can't

do it better, then I would say at least let's put some of that dough out and let the tenants do it themselves, for they surely can't do it worse.

Mr. Minister, I think you are going to have to answer for your ministry and for the government on some pledges that have been made during the course of the campaign, and at other times. Without particularly endorsing it, because I have grave reservations about the programme, I would like to know what happened to the Premier's (Mr. Davis) effort to win seats in August by saying when prime mortgage rates were around 12 per cent they would be subsidized down to 10½ per cent? Nothing has happened. Nothing at all has happened to that particular promise.

What's happened to the particular promise about cushioning senior citizens from the effects of rent gouging which wasn't caught by the rent review programme? You wound up giving \$1.56 a month or something like that to them on an overall basis rather than fulfilling that particular pledge; and you, as minister, bear some responsibility for that kind of thing as well.

In the light of the material which is now emerging from the regional planning branch—soon to be defunct—of the Ministry of Treasury and Economics, we're going to be asking some very serious questions about the way in which the ministry won't grasp the nettle of public control of urban land or of creating a large public stake in land development one the one hand, but on the other hand it blows hundreds of millions of dollars on land assemblies which now appear to be unwarranted and a sheer waste of taxpayers' funds.

I want to say to you, Mr. Minister, that some of the material—I happened to have read the Treasurer's (Mr. McKeough) stuff and I'm probably the only person in the House, including him, who has read it—and some of the material is extraordinarily interesting. What it shows, among other things, is that the growth projection in Haldimand-Norfolk are now pegged at something like half of what people anticipated three or four years ago.

The growth of the Durham region, because of the failure of this government to move development in any realistic way to the eastern part of the province, could more than amply have been taken up in Whitby, Ajax, Oshawa and Bowmanville rather than in North Pickering. You have to ask yourself why is it that the government can't get in or couldn't get in on the developing areas

north of those three or four towns and cities in Pickering?

Why couldn't you interfere with the private development process—the private moneymaking process—for that purpose, rather than squandering \$200 million on North Pickering? It's a development which is now clearly completely unneeded in terms of the growth projections which are being made from now to say around 2025 for the area east of Metro.

In the case of Townsend and Cayuga, you opted for Townsend, or your predecessors opted for Townsend, and you've inherited that particular new town. You just happen to own a comparable sized townsite at Cayuga. It turns out—and we'll ask you for the study—that the people at the University of Guelph were commissioned—I think you had a hand in this, Mr. Minister—to look at the land capabilities of those two townsites. The ministry is now finding out to its embarrassment that Townsend is mainly class 1 and class 2 farmland and that's what you are paving over for urban development. Cayuga is inferior land and that's what you are putting into a landbank which will probably never be used.

Cayuga didn't cost that much to assemble. I think it was around the \$7 or \$9 million but that's still a significant amount of money; as you people remind us from time to time in the House when we come up with something and say "It's only a few hundred thousand dollars." The riposte we're getting from the government is "Every few hundred thousands dollars counts."

Mr. Shore: Not according to the Treasurer. He said \$450,000 was petty cash.

Mr. Cassidy: Really? Anyway, this is \$7 or \$9 million at Cayuga.

If we move to a steady state in population around about the first third of the next century, in about 50 years—it's clear we are probably going to do that—Haldimand-Norfolk will never grow to the point where a second new town is needed. Cayuga will, therefore, sit there. I presume it will be very high priced farmland, you'll rent it back for something like that. It will simply be a monument to John White and to the Conservative government which went off wildly in all directions on a land-buying spree but couldn't get to the root of the land problem and the problems created by private ownership of land to which value is attached because of community development in which we all take part.

Mr. Riddell: I think you are talking to the wrong minister because I have a hunch this minister disagrees a lot with what the Treasurer has in that pile of stuff, particularly when it comes to that Durham regional plan.

Mr. Cassidy: Yes.

Hon. Mr. Rhodes: No.

Mr. Cassidy: The minister is sitting there like a sphinx—

Mrs. Campbell: Silence does not lend assent.

An hon. member: Silence is golden.

Hon. Mr. Rhodes: Try it sometime; you could use the money.

Interjections.

An hon. member: He's NDP; he's bound to be poorer than you are.

Hon. Mr. Rhodes: Being a teacher you are paid more highly than the rest of us.
[12:30]

Mr. Chairman: Order please.

Hon. Mr. Rhodes: You are not worth more.

Mr. Cassidy: I would point out, Mr. Chairman, that in addition to North Pickering, the ministry has also got 4,000 acres at Brooklin, which is somewhere in that same area, which will also not be required unless you, Mr. Minister, can have some magical impact on the rest of the government and persuade them it is no longer good enough to simply exhort people to get away from the Toronto-Hamilton area. You've got to be a lot tougher in terms of enforcing development decisions and in terms of moving jobs, and thereby moving people, to the eastern and northern parts of the province, including shifting the focus of development from west of Metro to the area east of Metro.

We are going to come back, obviously, to the question of land, and when I intervened earlier I wanted to get on the record my feeling that your treatment on the land thing was superficial. You did go on in your statement to talk about the basis on which urban land economics worked, and I don't disagree with that particular analysis.

I do disagree with you, though, when you say that because a lot of individual decisions about where to locate a house or where to locate a store are involved, therefore somehow the profits of rising urban land values

should go into the pockets of the people who happen to own that developable land coming into development. All that increase in value is the result of a whole lot of actions taken by the community, and the way in which it should be funnelled back to the community is clearly through the organ of government. There is nothing particularly difficult about understanding that, and it is something which Conservative governments as well as socialist governments do all the time. If you didn't believe it then you wouldn't have a tax system which takes more tax from people with the greater ability to pay and gives benefits to people with less ability to pay.

I am concerned, though, at a speech the minister gave to the Rotary Club in Ottawa—you have been making a lot of speeches, actually—back in February, where you talk about a pulling back from government involvement in the housing field. You suggested at that time that the government perhaps had gone too far and was doing too much and had to leave a lot more things back into the private sector. If you mean that you don't want an Ontario building corporation to build every house in the province, I want to tell you that that is not part of our policy either, and it never was.

Hon. Mr. Rhodes: That's a turnaround.

Mr. Cassidy: No, it's not a turnaround.

Mr. Riddell: They are making a good many of them.

Mr. Cassidy: As a matter of fact, I was on a platform with Sid Handleman the other day—and I think he may have been a bit surprised—but one of the things on which we have a common view is this: This government has been instrumental in helping to drive a lot of small contractors out of the market. Ross Hall can talk to you about that too, because he is one of them who has been having certain difficulties.

The Campeaus and Greenwins and Cadillac Fairview, Meadowvales and companies like that, which control the housing development process right from the raw farmland through to the ultimate sale or leasing, have simply taken over. And they have taken over because of their power to buy land and hold private landbanks over long periods of time. The ministry sat back and tolerated that; and the small developers who used to make the running and compete like hell against each other back in the fifties and sixties, and who used to provide a good variety of accommodation at very reasonable prices in relation to people's incomes, are not there any more.

Or they can't compete any more because to start out with they have to pay the price of a lot at the most recent price. They have to pay the marginal price for lots in order to get into business. We happen to feel there is nothing wrong in small businessmen like that kind of contractor building 25, or 50 or 150 houses a year, and having a stake in the community and sponsoring a little baseball team and doing those kinds of things. That is a very sensible way of decentralizing and it's a very sensible way of keeping things out of the hands of government. But what you do, Mr. Minister, is you take the argument that we can't have government running everything ad extremum; so you wind up saying therefore we're going to have governments doing nothing or virtually nothing.

You are going to have to face the choice on questions of urban land standards, for example—relevant standards for land—of actually shoving it down the throat of some municipalities and telling them: "Not only can you not get your Housing Action money and the other kinds of lollipops the ministry has to offer, but we're simply going to stop giving you subdivision approvals unless you shape up and ensure that the land standards you're bringing in are such that they ensure a good variety of assisted housing and what you're calling no-frills housing."

We've been thinking about these things as well. It seems to me, although this isn't party policy, that one of the things a government could do right now—which would have quite an extraordinary impact on ensuring that housing was being directed to all income groups and not to those with \$20,000 plus—would be to require that a substantial proportion of every new subdivision be directed to the lower third and lower half of the income groups.

In Nepean and Gloucester, which are the development townships in Ottawa, some 20,000 housing units have been built over the last six years. I was doing these figures when I was doing some stuff for the Planning Act review committee. Not a single one of those units is rent-geared-to-income or OHC. A very limited proportion of those are limited dividend projects which were put up under the federal programmes and directed to moderate income families.

But 20,000 housing units, and not a single one directed to the bottom 15 or 20 per cent of the housing market who can't afford any other kind of housing? That's shameful. This ministry could have moved in long since and said to these municipalities, "We know you don't want these things particularly. We

know you want a high grade and so on but you've got to do it as part of your responsibilities. If you don't do it, we're going to cut off our funding. We're going to cut off OMC. We won't fund your condominiums"—of which you funded a lot in those two municipalities—"and if we can do it we'll cut off mortgage insurance and we'll stop your subdivision approvals."

There's a number of devices you can use if you have to use sticks. It's obviously more desirable to use carrots in persuasion but I suggest to you that if the carrots don't work, as minister, you've got to be prepared to use tougher measures as well. I can see you shaking your head. You don't like—

Hon. Mr. Rhodes: The last guy who did that ended up by being found dead in a bunker.

Mr. Shore: That's not unusual. You use that every so often anyway.

Interjections.

Mr. Shore: Oh, yes, that's the answer.

Hon. Mr. Rhodes: You tell me what I'm talking about. I've never ended up like that.

Mr. Chairman: Order.

Mr. Shore: You use the big stick.

Hon. Mr. Rhodes: Where?

Mr. Shore: Your government uses a big stick all the time.

Mr. Chairman: Order please.

Mr. Shore: Did you hear the Treasurer speaking the other day?

Hon. Mr. Rhodes: No.

Mr. Cassidy: You should ask the people in the streets exactly what they think of the Ontario government after the—

Hon. Mr. Rhodes: You consider the mayor of Streetsville as being the people of Streetsville, I don't.

Mr. Cassidy: I was at a meeting where there were 500 people from Streetsville and they were all with the mayor. She was the best Tory in that area as well. She was, that's right.

Hon. Mr. Rhodes: A lot of people change sides.

Mr. Bain: More and more all the time.

Hon. Mr. Rhodes: That's right. Not your way either.

Mr. Bain: No, not your way.

Mr. Cassidy: I want to come to the question of standards now, Mr. Minister. Basically, I'm sympathetic to what you're saying and I applaud your decision, which you've announced that one of the major things the ministry's going to do is to wander around the province to be an advocate to try to educate municipalities and other people involved in the housing process that it's realistic to build housing. You don't have to have 6,000-ft lots and that kind of thing. That's a very useful means of utilizing your influence and your prestige as Minister of Housing. I'm glad you're going to do that.

I don't think you're taking seriously enough, however, the cautions which your own task force gave to you which are, as you pointed out, that the municipalities may not accept it and that the savings won't be passed on. Nor do I think you are taking seriously enough the fact that, even if you do everything that is called for, the cost of a lot in a metropolitan area like Hamilton, Toronto and Ottawa, is still going to exceed \$20,000 on average and therefore the cost of the house and lot together is going to be pushing \$50,000 at a minimum, and that is assuming that the savings are all passed on. Let me just read here what they say:

Nevertheless, all the savings may not be passed on to the buyer. If standards are suddenly reduced, any savings will not automatically be reflected at a reduced selling price. If there is competition, there is more likely to be a reflection of the actual cost reductions in the selling price. However, the tighter or more imperfect the housing market, the less likely that the full savings will be reflected in lower market values and the greater the likelihood that the developer, or for that matter the municipality, will intercept some of the savings before they reach the consumer.

That fact is not a reason for failing to pursue the programme you've announced. But I think there is a fallacy in this task force when they say that, if there is an oversupply and competition between developments, there is more likely to be a reflection of the actual cost reductions in the selling price.

It interested me when you said it is the demand for existing housing that basically sets the price for new housing. The Urban Development Institute has been telling me that for some time and I've been disagreeing

with them violently. But now that my research department and the NDP caucus are trying to tell me the same thing, I'm beginning to have some second thoughts.

Essentially what happens, if it is true that the price of the existing housing sets the maximum price you can charge or what you are going to get for your new housing, then the land cost for the new housing will reflect the difference between what the existing housing fetches and what it costs to build a new house, and those profits then go into the pocket of whoever controls the land. Since you don't believe in public land development, that means they go into private pockets of people who become very wealthy and they become very wealthy in the process.

The Petersburg report for the federal CMHC seems to corroborate this. It suggests among other things in its research that over the years of the early 1970s, when prices of housing were going up faster than costs, as you said in your statement, that the phenomenon seemed to occur whether or not there was an oversupply of lots in that particular area, and he looked at a number of municipalities in the Province of Ontario and in the rest of the country.

In other words, it seems to be the case, despite what we were all saying, that there was an adequate supply of lots through the early 1970s when those prices were going up very fast. Other things have changed. People had tilted in their expectations. They were buying in anticipation of demand, one of the things you describe in your statement. But even where there were enough lots, those lots were not bringing the price down. Therefore, my conclusion as a socialist would be that to reduce standards and have an adequate supply of lots for no-frills housing will not in itself ensure that the benefit of the cost savings of those reduced standards will be passed on to the purchasers.

I've gone into that in some length but I would conclude and our conclusion would be in the NDP that you have to tie strings to those lots. When you allow subdivision developments on lower standards, when you encourage it with financial incentives and that kind of thing, it seems to me that there has to be some kind of covenants or agreements by the developers, if it is going to be privately developed land, in order to ensure that those cost benefits are passed on to the purchasers.

[12:45]

The minister may disagree. We can get into this later but if you don't do it, frankly, the whole programme of reduction of stan-

dards will benefit one group only and that's the people who control the land. We will find out that what we will wind up with is that people will get 30-ft lots with houses on them and will be paying even more profit to the people who own the land than they were paying when they were buying lots with 50-ft frontages.

Some of the problems on land are reflected in this volume of the Treasurer's study which, I think, puts the case fairly cogently about why you have to have public control of a lot of the land coming into development. I use the word "public control" because it is not necessary, in my opinion, to control the land for every last acre to be actually owned publicly. It may be that with the planning process, of course, the public has got a hell of a handle on what comes into development.

In Britain now, under the Labour government, the basic rule is that any change in use has to be predicated on a sale and resale to the government or some corresponding measure in order to ensure that the fiscal benefits—or most of the financial benefits—of that change in use accrue to the public sector and not to the person who happens to own that particular plot of land. If you don't do that, the highest and best use, in the commercial sense, will override the social priorities which you seem to accept in your policy, Mr. Minister, and which we certainly advocate in ours.

On page 16 of Ontario's Future: Trends and Options, which is a policy statement by the ministry about what the government wants to do and which is vitiated only by the fact that you aren't willing to take the necessary measures to implement it, the Treasurer talks about the increase in conservation and the consequent problems of rapid urban growth in parts of southern Ontario, especially in the Toronto-Hamilton area.

Increasing concentration . . . has led to an intense competition for land in which success is determined, on the whole, by individual and corporate economic strength rather than by the needs of society.

That's rather an unusual thing for a Conservative to say so blatantly. We have been saying it for a long time but there must be some NDP sympathizers in the branch which is why they are disbanding it, who were saying these things so blatantly.

It has led to steady growth in the demand for products, services and amenities from the physical environment, calling into question the capacity of that environment to accommodate such demand. Urban peo-

ple are finding it increasingly difficult and costly to reach uncrowded outdoor recreation areas. Rural people are experiencing costs and problems arising from urban and from exurban pressures.

Meanwhile, other parts of the province experience slow growth, suboptimal economies, and inadequate access to public services.

Then it talks about the problems of uneven development and the narrow economic base in areas like the riding of Timiskaming and the over-dependence on particular industries and so on. Then it goes on to talk in these terms:

An important, though generally unremarked, consequence of the great geographical differences in economic development and migration patterns is the widening gap between different parts of Ontario in social terms: in composition, population structure, and the intangibles collectively termed "lifestyle" While total uniformity is certainly not a desirable objective, the emergence of an Ontario sharply divided in its identities, values and concerns is not a prospect to be viewed with equanimity.

I clearly agree with that, but they predicated all this by saying that there is an intense competition for land in which success is determined, on the whole, by individual and corporate economic strength rather than by the needs of society.

Corporate values are being imposed on us in the development sector and in the housing sector and you are not doing a heck of a lot about it. They go on and say later on page 33:

If the demands and adverse impacts on natural resources and the physical environment are permitted to grow at their present increasing rate, there is a serious danger that the right of future generations to an environment of high quality, producing needed goods, services and amenities, will be jeopardized. Many of the vital natural assets of the province—its prime farmlands, key recreational areas, and landscapes of outstanding scenic beauty, among others—are subject to the constant threat of invasion or absorption by urban development and by urban shadow effects extending far beyond the cities themselves. In general, the purposes for which these lands should preferably be used, in the interests of the public as a whole, cannot compete economically with the private uses for which they are also desired.

That is what one of the superministries, one of the policy ministries, is saying. It's admit-

ting that the pattern of private land development and private decision-making about the physical development of this province is creating consequences which we will rue a generation or two generations hence. It's saying that it is wrong and that the public interest in land development should have precedence over the private interest in land development.

But you, Mr. Minister, maybe you were trying to appeal to the Rotary Club in Ottawa; they're a very conservative bunch—they've never invited me to speak.

Mr. Evans: Very smart.

Mr. Cassidy: You get to all the service clubs in the province.

Hon. Mr. Rhodes: Yes, but they only allow 20 minutes for a speaker.

Mr. Cassidy: Is that right? That's okay.

Mr. Bain: You couldn't go if you used your speech that you used today.

Hon. Mr. Rhodes: That was a statement; not a speech.

Mr. Hall: You never get to the Rotary Club unless you're a wheel.

Mr. Cassidy: The policy direction which is coming out of TEIGA right now says that the public interest in land should have precedence over the private interests in land. But you, Mr. Minister, are saying, "No, that's wrong; we should be pulling back." In effect, you seem to be saying that private interest in land should have precedence over the public interest.

Hon. Mr. Rhodes: With the greatest respect, I did not refer at all to land in that speech. You will recall I was talking about the—

Mr. Cassidy: Government involvement in the housing process.

Hon. Mr. Rhodes: Well, you're not being clear. I was not referring to land at all. I was referring specifically to the actual bricks-and-

mortar business of housing. So don't attempt to label me with your thinking of what I said. I know what I said.

Mr. Cassidy: If you'll agree that we won't have an Ontario Development Corp. to build every house in the province, I'll agree with what you said.

Hon. Mr. Rhodes: Amen.

Mr. Cassidy: Okay.

Hon. Mr. Rhodes: You've moved a long way to the right, Mike, since you first came here.

Mr. Shore: And you're going left.

Hon. Mr. Rhodes: Don't you talk about left-wingers.

Interjections.

Mr. Cassidy: Listen, Mr. Chairman, wait till the Liberals open up on him and tell him he's turned into a raving socialist. Then see what state he will be in.

I think I may have come to a logical break in my remarks and we might postpone further discussion until Monday, when I could continue. In all these remarks, Mr. Minister, I'm trying to respond to you in the same kind of sense as your initial statement—because I think some of it's useful.

I notice that people from the ministry are taking notes; in fact, it's become a habit that what Stephen Lewis or I or the people from the NDP say about housing today, tends to get adopted by the ministry. About 24 to 27 months is the take-off time.

Hon. Mr. Rhodes: That may very well continue for years and years and years.

Mr. Cassidy: We have a way of turning that from 27 months to maybe a few days. It just requires a few changes in the mind of the electorate.

Mr. Chairman: The committee will meet again on Monday after the question period.

The committee adjourned at 12:55 p.m.

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Legislature of Ontario Debates

SUPPLY COMMITTEE — 2

**ESTIMATES, MINISTRY OF
CORRECTIONAL SERVICES**

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Friday, April 23, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

FRIDAY, APRIL 23, 1976

The committee met at 11 a.m. in committee room No. 2.

ESTIMATES, MINISTRY OF CORRECTIONAL SERVICES

Mr. Chairman: The committee will come to order. There are a couple of things we should clarify before we launch into the initial statements with respect to the Ministry of Correctional Services.

It has to do, from the point of view of the New Democratic Party, with next Tuesday evening. We are asking a boon of the committee, because we are going to have a minicaucus over at OISE on matters having to do with justice, including Correctional Services; all our critics will be present, receiving papers and interrogating, and we would like not to sit that evening.

The problem then becomes whether or not this committee would be disposed to sit on Monday night instead or at all. Bud, do you want to say something?

Mr. Gregory: We are committed on Monday night.

Mr. Chairman: I noticed today that the other committee, the one dealing with the Housing estimates, is not going to sit; the House does not sit now on Monday nights—

Hon. J. R. Smith: The government members have a dinner, a Premier's dinner.

Mr. Drea: As far as Tuesday is concerned, we would just as soon not meet at all, because there is a main event in committee room 1 with Mr. Fleming, which is of some significance.

Mr. Chairman: I see. Then I take it that we won't sit Monday evening or Tuesday evening. Very well, would the critic from the New Democratic Party—

Mr. Singer: That was the thinking when they put the advertisement in the weekly notice box.

Mr. Chairman: Oh, you saw that did you?

Mr. Singer: Oh yes.

Mr. Chairman: I hope you are coming.

Mr. Singer: I was most impressed with the advertisement.

Mr. Chairman: The feed-in will be terrific. Gill Sandeman? Oh yes, does the minister want to make some opening remarks?

Hon. J. R. Smith: Mr. Chairman, and members of the committee, first of all, I would like to congratulate you, Mr. Chairman, on your election as the chairman of the committee, and to say that I am looking forward to this session.

Mr. Chairman: Thank you very much.

Hon. J. R. Smith: I welcome this opportunity to present my estimates for the first time before the standing committee on the administration of justice, since this arrangement will afford the opportunity of a much more thorough examination of my ministry's work.

At the outset, I would like to introduce the senior members of my staff who are here for this first vote. At the table immediately in front of ours are Mr. Doug Mackey, staff training; Dr. Jim Hug, research; Mr. A. F. Daniels, personnel; Mr. Don Kerr, information branch; and at the other table are Dr. Harry Hutchison, Mr. Michael Algar, Mr. Harry Garraway and Mr. Glen Thompson, the deputy minister.

My estimates amount to nearly \$128 million, up nine per cent over last year, including an increase of two per cent in classified staff over April, 1975; or 110 more full-time people. These significant increases in monetary and human resources do not begin to match the 20 per cent increase in the number of adults that we must service. Our juvenile figures have decreased, I am pleased to say, by 3.5 per cent; but an upward trend in adult numbers seems inevitable, although perhaps not at quite the current rate. Nevertheless, to the extent that current constraints will permit, we intend to pursue and expand our community-based programmes, not only

because of the high cost of institutionalizing offenders but, more important, because we firmly believe the integration of community and offender to the greatest extent that security permits is the most important rehabilitative factor.

We have reduced by more than \$1 million the ministry's administrative budget. Although half of this saving results from the deletion of last year's one-time expenditures, the other half represents a breakthrough in staffing costs and other expenses, thanks in part to our successful use of advanced information-processing techniques, where unit costs are now declining rapidly.

As you will expect, our costs are rising sharply in our programme for the treatment and care of adults. This is the area, too, to which our increased human resources are directed. We have seen a 40 per cent increase in the numbers admitted to our jails in the last five years, and 22 per cent in the last year alone. Numbers serviced by adult, longer-term institutions over the same period have decreased. Severe overcrowding of our jails and other institutions has resulted, particularly around Toronto. We have converted the Mimico facility to a short-stay detention correctional institution, using inmate labour in the process, and we have contracted with the Salvation Army's House of Concord, north of Toronto, to house some 70 adult offenders. These moves have helped relieve the situation at the Toronto Jail, as has the opening of the 400-bed Maplehurst Correctional Centre and adult training centre, which is already operating at capacity.

We have converted part of the Guelph Correctional Centre to serve as a 96-bed treatment facility to be known as the Guelph Assessment and Treatment Unit. This unit will answer a long-felt need for the care of offenders requiring intensive psychotherapy in a secure setting. Staff and inmates carried out the larger part of conversion of the physical plant, saving Ontario taxpayers many hundreds of thousands of dollars. We intend to use the skills learned here and at Mimico in the future in the renovation and conversion of other older institutions.

Work is generally on schedule on our four new detention centres—Metro East, Metro West, Hamilton and London. The first of them will be open, we fully expect, within this fiscal year. We also expect to make extensive physical changes to the Ottawa-Carleton Detention Centre and to the Pembroke jail.

Most adult offenders are supervised in the community by probation parole staff. Al-

though we have modestly increased probation parole staff, caseloads continue to rise. To alleviate this trend to some degree we have contracted with the John Howard Society and the Elizabeth Fry Society for some community supervision. We will renew these contracts in the coming year and expand the concept to the extent that funds permit.

Although the problems of the Essex Packers firm have been well publicized, in fact this new industries programme, seen from the rehabilitative aspect, has been quite successful. The Guelph Correctional Centre inmates employed in the abattoir have gained in self-worth and have contributed substantially to their upkeep, to keeping their families off social assistance, to paying taxes and to paving the way for their eventual re-entry into the community with remarkable skill. Their good work habits are also transferable assets, so even if they are not going into the meat packing industry they will have learned what it means to hold down a job; they will respond to its challenges and opportunities.

We have now an apprentice food services training programme at the Maplehurst Correctional Centre in conjunction with a private catering firm; and there is a modified version at Mimico, with plans for extension of the idea to our four new detention centres and elsewhere within the system. We hope for an industry-organized industrial programme at Maplehurst Correctional Centre in the coming year. We plan to make the existing Guelph Correctional Centre cannery available to commercial enterprise.

Men and women working in the community on a temporary absence programme earned \$1,144,000 the year ended March 31, 1975. This year's figure will be even higher. Of this, about \$35,000 a month on average went to support inmates' families.

These figures are for inmates working out of institutions and do not include the substantial earnings of those on the industrial programme or those on employment TAP from community resource centres, of which we presently have 20 operational and two more planned in the Toronto area.

The Mimico Centre has been reconstructed to accommodate a larger number of institution-based temporary absence permit inmates, while each of the new detention centres has separate facilities for use by such persons.

Our juvenile programme rests on the premise that children in our care require a safe environment characterized by healthy interpersonal relationships. We use training schools

for such residential care and they will always be needed to some extent. We increasingly use community supervision and diversion to community resources as part of this overall concept.

It is important to note that of the roughly 7,000 young people being serviced by our ministry, less than 1,000 of these are maintained in residential care. The remainder are supervised by probation and after-care officers in a variety of life situations in their respective communities. This branch of the juvenile division, through expansion of the probation component of its service and the development of a volunteer network, plus therapeutic camping, life skills and job search programmes, has intensified the input to our clients in the community.

Examples of some of the ongoing programmes in our juvenile division include: The purchase of service from family service agencies in some 10 localities across Ontario; the development and implementation of various delinquency prevention projects; and the expansion of our prime worker programme, where a staff worker works extensively with a youngster through the difficult transitional phase of re-entry to the community on leaving training school, bridging school and community.

We are expanding our co-educational training school programme and at one school have initiated the positive peer culture programme. In our juvenile programme we continue to make use of research findings in our planning. Examples include the modification of the Wendigo Lake DARE programme and the present ongoing review of our total educational programme within the training schools.

Under the cost-sharing agreement with the government of Canada, signed by my predecessor, Dr. Potter, we expect to receive a total of \$31 million in respect of the two years ending March 31, 1976. Under a new contract which I have just signed, we will receive a further \$17 million in round figures for our juvenile programme for the current year. Our volunteer programme continues to grow in the numbers involved and in their dedication. In June, we will join the government of Canada in hosting an international conference of volunteers and corrections to be held in Toronto.

Federal legislation in the areas of peace and security, relating to indeterminate sentences, parole, exchange of services and remission, and in respect of the young persons in conflict with the law, has input from the Province of Ontario through the cabinet com-

mittee on justice. This ministry has communicated its wide variety of concerns with certain aspects of these two important pieces of proposed legislation.

This brief outline will be filled out as we consider the votes by programme. My staff are ready to assist you, Mr. Chairman, and members of the committee. In closing, I want to thank you, to thank all the ministry staff, for their effort and their dedication over the past year. I also wish to thank the many volunteers, private agencies, ministries and the other jurisdictions whose efforts have contributed to our own in meeting the needs of those committed to our care.

Ms. Sandeman: I would like to open the proceedings by congratulating the minister on his devotion, in all senses, to corrections and in making sure that he is close to the Correctional Services, particularly to the probation services.

Congratulations on your engagement, Mr. Minister, and congratulations for having the good sense to choose a probation officer who will keep you informed, I'm sure, about the increasing caseloads in that part of your ministry.

Mr. Breagh: Was it really a choice or are you really on parole?

Hon. J. R. Smith: I'm going to get very good care.

Ms. Sandeman: Aftercare, yes.

I would like to ask you, first of all, if it is possible for the members of this committee to have more detailed estimates presented to us. I asked your ministry for some estimates and I was sent a copy of the pages of the estimate book, which of course I already had. I see no breakdown, for instance, in the juvenile portion of the votes on expenditures on group homes, on training schools and on the probation programmes. I think it would be useful for us if we could have some back-up information on the way that expenditure is spent.

In the juvenile programme, there is so little material that it is almost useless. It would be helpful too to have a breakdown of the number of clients served in the categories.

Hon. J. R. Smith: Perhaps, Ms. Sandeman, if you could indicate the specific areas in which you are interested, we would be only too pleased to supply you with that information.

Ms. Sandeman: Okay, maybe as we go through the votes we could get it.

Hon. J. R. Smith: Perhaps today we could come to an agreement. We could indicate just after the meeting today to Mr. Algar what specific votes you are interested in and he can get that information.

Ms. Sandeman: Maybe I could tell you right now that under the juvenile section of the ministry we really have just general administration and client services. Under client services, it would be helpful to have a breakdown of the various services under, for instance group homes, training school programmes, probation and aftercare programmes and the number of clients served in each category.

Hon. J. R. Smith: I would be pleased to supply that.

Ms. Sandeman: Thank you. I have a certain feeling of strangeness sitting here watching Art Daniels, who I guess in some sense was responsible for hiring me into the ministry, and Mr. Mackey, who was responsible for training my attitudes towards corrections, while I end up on this side of the table as the New Democratic Party's critic for corrections.

I was looking at Dr. Potter's kind remarks about me in the estimates last year and I feel how things have changed. Last year, Dr. Potter said—and his remarks were totally right, I want to tell you—that he was proud of the people who worked for this ministry. He wanted to thank them publicly for the dedication and the loyalty they demonstrated. He was convinced that with their commitment and efforts, the ministry would continue to increase the effectiveness of its programmes. I and other people who were on the staff at the time felt that he was totally right. Here I am on the other side of the table, and I'm not sure that Dr. Potter would be so proud of me at this moment. However, that's the risk you have to take when you send people on staff training programmes and show them the interior workings of the ministry and then let them loose in the Legislature.

[11:15]

The feeling I have about the minister's estimates and about his statements, just as a general opening statement, is that the words are right but there is something desperately wrong in the backup of action and finance that we see. The words are right about the necessity for community-based correctional measures, the vital importance of understanding the role of the community in preventing deviancy and dealing with people who have been before the courts. The words

are all there, but without the backup, sometimes I wonder if we are dealing with so many pious platitudes.

We know what we should say about the therapeutic value of the community; the community-based, small, home-like group home, the community resource centre—that's an interesting euphemism, if I may say so, the community resource centre. It's in no sense a resource centre whose resources are available to the community, it's an extension of the institutions. The resource is minimal in many ways, to say the least. The resource centres seem to me to be acting as minimum security institutions, with the inmates allowed to go out and work, which is terrific; but to call them community resource centres? I wonder. We are hung up on the words.

I think part of the problem we always have in Correctional Services is that we are forced to focus, by the very nature of the compartmentalizing function of the ministry, we are forced to focus on correcting, somehow, in some magical way which none of us have quite yet solved, we are focused on correcting the behaviour of the deviant, the lawbreaker. Because the ministry has no choice at all of the clients it wishes to serve, that choice is made for it in the courts.

Inevitably the ministry seems to have been trapped into the, I think false assumption in many cases, that the ministry's problem is to deal with individuals who have broken the law.

Certainly what they perceive before them is a group of people who have broken the law, but more and more the programmes of the ministry are concentrated on an individual therapeutic model; change the behaviour of the individual and all will be well. Recognize, of course, that the community is the place to which the offender will return. Base your correctional programmes in the community and all will be well.

The problem there, it seems to me, is that we miss out the vital first part of the equation, which is the recognition of the role of the community in producing as well as in correcting deviant behaviour. Because of the compartmentalization of ministries under the government, there isn't much the ministry can do about that at present. I recognize that. However, everything we say around Correctional Services seems to recognize the problem of the role of the community in producing deviant behaviour.

Our present models in Correctional Services are not correcting, are not improving. The minister just said it seems inevitable that we will have an increasing adult case-

load. We talk about building more institutions. We talk about keeping 1,100 beds in the training schools. So the present models don't seem to be helping us too much.

We really have to look for the causes of this increased burden on the ministry; and yet that isn't the ministry's role sadly.

I wish there was some way in which we didn't have to split up consideration of the people we are talking about. The reason people are brought to the Ministry of Correctional Services is obviously that they have been in court; but the reasons that take them to court are varied, enormously varied. I don't have to tell the people here about that. A personal problem, faulty socialization, poor health, poor social controls, poverty, irresponsibility, alcoholism, drug abuse; you name it. The causes of deviant behaviour are myriad.

It seems to me that preventing deviancy is one of our most pressing social problems. If as a society we have established norms we are trying to shore up as being the really basic necessities for communal living, living as a society, what are we trying to do to prevent as few as possible people from straying outside those norms? What are we trying to do in preventing ill health, preventing deviation from normal in health care? What are we trying to do in education to discover problems early? What are we trying to do in the whole question of the inequitable distribution of wealth in preventing poverty? What are we trying to do in the whole knotty area of crime prevention? I think all those other social areas and many more are tied in.

I think one of the major problems we are faced with in corrections is that the fragmented view of the present government, and I think of society in general which finds it convenient to put people in compartments, that fragmented view seems to me to militate against a real understanding of the role of the community in corrections. It seems to me that we make a mistake if we assume that the role of the community in corrections is only after the offence has been committed.

We are beginning to give lip-service to the role of the community in preventing delinquency and then we immediately run up against real problems because we find ourselves setting up programmes which deal with so-called pre-delinquents and you are into the whole knotty problem of labelling people as pre-delinquents and of saying to certain youngsters: "We think you are going to be delinquent. We are going to prevent that. We are going to ask you to go to cer-

tain recreational programmes or certain special school programmes and by the magic of going to those eight hours a day for several months you will somehow be prevented from being a delinquent."

And again, I think the mistake we are making there is that that kind of programme really looks at the individual as a person with a problem. It takes him out of the community and says: "You are the pre-delinquent. We will deal with you as a pre-delinquent." Again, the compartmentalizing. We are not saying what community forces are producing eight-year-old pre-delinquents. What can we do with our community, with our society as a whole to prevent juvenile delinquency?

I think the basic problem for me as a socialist dealing with this ministry's estimates is that I want to get into a whole long discussion—I'll spare you it, you will be pleased to hear—of the necessary changes in society. I know that realistically what we are dealing with is the result of a long process in the community, in the courts; and your ministry, Mr. Minister, has to deal with the results.

I just wanted to say that we talk a great deal about community-based corrections, but I do feel there is a lot more to the problem than just dealing with the offender in the community. There are whole areas of the community which need some radical changes and there has to be much more than lip-service given to the recognition of the fact that the community, as well as the individual, produces the offender. I am in no sense denying the responsibility of the individual for the choices he makes, but very often the choices he makes, of course, are a product of the community, the society in which he lives.

The ministry, I think, reflects in its programmes the trends which European and North American society has been seeing in corrections over the last decades. We see them trying to balance the behavioural, personality-oriented programmes — prisons, group homes, what-have-you—with environmental or cultural programmes—the so-called community based programmes; and not being quite sure sometimes which is which.

The pendulum swings, I think; it seems to be a kind of fashionable public feeling about which way of dealing with offenders is better. There is the old lock-'em-all-up-and-change-their-behaviour syndrome concentrated on changing the behaviour of the individual. Now it seems to be fashionable to say: "Put him in the community. Deal with him as a product of his environment and somehow in

that way you will make him a responsible member of the community."

The problem, of course, is that we don't seem to be producing any results; which I don't think makes us all close up shop and go home, we keep struggling along trying to deal with the problems that are presented to us.

I think I have to say that when we talk about community-based programmes we can't just assume that the community is in itself good and the offender is in himself or herself bad. I think it is very important—this is an extension of what I was saying earlier—that the community in which these community-based programmes operate is the right kind of community.

If that community is materialistic, profit oriented, selfish, greedy, given to abuse of alcohol and other chemicals, what good is it to base your programme for the offender in that kind of community? If the kind of the community in which you are basing your programmes allows harsh, inequitable disparities between the rich and the poor, again is that the kind of community that we really want?

What is the magic in that case of basing your programmes in the community rather than concentrating on individual behaviour modification or whatever you want to call it? The problems are so incredibly large that I think it probably is sometimes a relief for people in the ministry to turn their attention to new models of correctional institutions and get away from the basic philosophical problems, such as changing the nature of the community, which I don't expect this ministry to be able to do on its own.

As I say, reality demands that we deal with these estimates at this time. I would just like briefly to make a couple of comments about them and I will save my other comments for the votes as they come up.

I was disappointed in the budget because I had high hopes for these estimates, particularly when I read the remarks of the minister in Hamilton last February. Speaking to the John Howard Society, the minister said:

We have been fortunate in the Justice field in having secured cabinet recognition of our essential priorities—in particular, the severe overloading of our present facilities. Consequently we expect a budget increase for 1976-1977 which will allow us to better cope with the dramatic increases in our adult service demands over the past year.

I had high hopes for the budget. The minister, the cabinet had recognized our essential priorities and we were going to have dramatic increases. Well, you know, an overall nine per cent increase doesn't quite keep up with inflation. Maybe they recognized your essential priorities, Mr. Minister, but you obviously weren't able to persuade them that they should put their money where their mouth is.

I know as well as anybody that corrections has always been the poor relation in government. I don't know how we break through that syndrome, how we make governments recognize that penny-pinching in this kind of area has enormous social consequences and enormous financial consequences when, as I said earlier, you yourself said we expect to see increasing numbers in our adult institutions, and we all know that that costs. It seems to me crazy that the overall budget is so parsimonious and so penny-pinching.

I was looking for a really dramatic increase in the priority areas. Being, as you are, devoted to the concept of community corrections—with some differences in outlook around the community—I think I turned first of all to the programme under vote 1402, rehabilitation of adult offenders. I find that we have a grand total of \$300,000 increase over last year for community services for adults. I find that appalling, absolutely appalling, that that is all the ministry feels it can put into community services for adults.

Yes, we've got an \$11 million increase, about 10 per cent I think, on the adult offenders. We seem to be hung up on building jails, at a time when, as I say, the words are all about community corrections but the money is all about building institutions. That is what I meant when I said earlier that the words are right but the money is wrong. Even in this penny-pinching budget the words are all about community corrections but the money is about more and more institutions.

The priorities that you've stated about more staff in institutions we would wholeheartedly support. I know that the staff in institutions feel themselves pressured beyond belief and I was glad to see that you have given a small increase of complement and of money for the staff in institutions.

[11:30]

I'm glad that you are improving, as fast as you feel you're able—and it's not nearly fast enough—the outdated and deplorable buildings that some of our inmates have to live in and the staff members of the ministry have

to work in. I think there is a caveat around buildings which the experience at Ottawa-Carleton should make us very aware of. The alleluia with which we opened Ottawa-Carleton and closed those old county jails sounded a little hollow when we realized that the new buildings didn't solve the real problems of the inmates and the staff in that area. We still had riots, violent escapes, suicides, deaths. New buildings on their own are not the answer and we kid ourselves if we think they are—which won't stop me fighting, incidentally, for a new and improved detention centre in Peterborough.

But it's the community programmes that really seem to be suffering. Does the juvenile section of the budget really show that our children are getting the help they need? It's a very small increase in that budget too. I know you're dealing with fewer children, but the services are still inadequate in many ways which we will go into as we come to those votes.

It seems to me that when we see a budget in which the overall spending increase is just below the level of inflation, we really can't speak of it as a budget which allows us to cope with the dramatic increases in adult service demands, or a budget which speaks to our essential priorities; as I understand our essential priorities it just doesn't do that.

The decreases, of course, are sometimes illusory. I'm glad you mentioned that some of the more dramatic decreases really are just the result, not of careful paring of administrative costs but just the fact that, for instance, the conference which didn't take place last year, had, I think, about \$500,000 budgeted for it and it showed up in last year's estimates and doesn't this year.

On the ministry administration programme of which the total is \$1 million less, it would seem to me \$500,000 was the one-time budget for that conference, was it not, Mr. Minister, under item 7; and another large chunk, about \$250,000, under personnel services, was that the moving expenses?

Hon. J. R. Smith: Moving.

Ms. Sandeman: Yes, I'm glad we don't move every year. It's a lot of money to move bodies around.

The thing I really wonder about under the ministry administration is when we're talking about improving services to people in institutions, is that the health care service budget is cut. That seems to me a direct service to inmates. It's not a question of moving furni-

ture from University Ave. to Eglinton Ave. It's not a question of funding a non-existent conference. That's a direct service to people; you claim that one of your priority areas is to improve the services and yet the health care budget is cut. It seems to be a cut in staff, but we can go into that as the votes come up.

I was a little upset to see the cuts in the staff training and development budget. A great deal of Dr. Potter's speeches over the last couple of years, and some of the things that you yourself have said, Mr. Minister, have underlined and stressed the importance of staff training in this ministry—of having people working with this particular portion of our population who know what they're doing, who understand what the aims of the ministry are and what we're trying to do and yet that budget is cut. I suspect, and I'd like to have you confirm this for me, that that may be because of the demise of the CAATs programme and that actually the salaries of those people who have left staff training would show up elsewhere.

Hon. J. R. Smith: That's right.

Ms. Sandeman: Right. Maybe you could tell us, when we come to that vote, how you intend to beef up the staff training programme in that case.

I see that we have allowed absolutely no increase in staff for probation, for community service for adults, absolutely none. I wonder, too, if the minister could tell us where the negotiations for staff are at. I can see that you very carefully just repeated last year's figures, and that is obviously because you are still in negotiation with the staff groups. I presume we are going to be needing a supplementary estimate for salaries. But the thing that really worries me there, apart from the fact that the staff get an equitable salary agreement, is the fact that there is no allowance for more bodies in the community services for adults. You yourself said—and I don't have to tell you the sad story of the over-worked probation officer—it's nonsense to expect people with 100 people on a caseload to do a decent job.

There are other things there that we will come to in the individual votes. There was a question, Mr. Minister, I wanted to ask you around staffing levels, and I will close my opening remarks, if I can find my question. The public service complement for Corrections, in 1975, the full-time complement, 5,056. I think I am correct on that. The statement recently issued for 1976 is 5,164. That didn't seem to be a very dramatic increase in staff. The information I would

like is, how many people we have as full-time contract positions and how many people as part-time, and could you confirm last year's figures for me? I have for last year 242 full-time contract and 900 part-time. I would also like to have the rationale for hiring people as contract and casual and the numbers on that. I think I will save the rest of my remarks until we get to the individual votes.

Mr. Chairman: Thank you. I was going to consult with the minister on that. Would you rather reply to each critic in turn?

Hon. J. R. Smith: Our train of thought might be clearer if we do that.

Mr. Chairman: Good, go ahead.

Hon. J. R. Smith: I would like to thank the hon. member for Peterborough for her remarks. I appreciate her contribution to the field and her dedication to Correctional Services. Perhaps this was no better highlighted than in her personal involvement, I understand, in her community when the Salvation Army applied for rezoning for CRC. I realize and I appreciate, Ms. Sandeman, your support of that application. Everything I have heard, of course, has been secondhand. The immediate reaction of some in the community to that was they didn't want a detox centre on their street. It is related, really, to your overall comments about the attitude of the community. We see this in other places. For example, in Metropolitan Toronto where the boroughs didn't want their names designated on the Scarborough or Etobicoke Detention Centres, which I think geographically made common sense. They preferred them to be called the Metro East and Metro West. So perhaps we haven't really come too far as a society from the days when our forebears used to send their misfits and those of deviant behavior to the colonies or to Australia.

I know, since I became minister, people, perhaps, without thinking too clearly, very often will say, "Well, send them all up north." I realize the people in Moosonee have enough problems without ours being thrust upon them. That is sort of a generalization and it is a very serious thing, because to gain financial support from the people for our programmes is very difficult. There is sometimes a resentment about moneys being spent on facilities. I know in Hamilton there was a very hurting letter to the editor of the daily paper only last week, saying money is being spent for the new detention centre in Hamilton while at the

same time we are making cutbacks in the active treatment hospital beds.

The CRCs, from my personal observations, seem to be quite different one from the other. I really only have clear knowledge of two of them from personal experience. The one in Timmins, which is operated by a couple, has been quite successful, and it is almost like a home setting; the one in Millhouse, which has a very sophisticated and very able board of directors in Windsor, strangely enough has had a great number of problems. I realize that the greatest obstacle that all of these places have is from the community—from their neighbours, very often—the very fact that they are going to be located there.

I realize the increased loads make it that much more difficult to try to have rehabilitative programmes. I go into the Don Jail; because of the overcrowding it must be almost physically impossible to carry out very many meaningful programmes.

You alluded philosophically to the reasons for the rise in adult incarcerations. I am not going to give a political discourse on it, but I think there are also some other ones. Basically we are aware that there is an increase in money spent on police protection and I think there is better law enforcement today; and there is also a tightening up of bail and we see this as overloads in the courts. I know a number of the members from Ottawa-Carleton have discussed this at length in the House. I spoke to a man last Easter Sunday in Guelph who had been in the Ottawa-Carleton Detention Centre for a year before getting to trial. This problem very often causes a great deal of bitterness on the part of the individuals on remand.

On the pre-delinquent labelling, as a former teacher I found myself continually having to sort of draw myself up, trying not to label somebody in that direction as having a learning disability or as a poor student. Very often those are the very ones—not very often—sometimes they are the very ones who become the most outstanding.

The budget cutback is nine per cent; this increase is gained from the 15.5 per cent increase in the Justice policy field which we received, and it has covered the cost. The difference is the cost of inflation on salaries.

The one vote you specifically asked about—and I will see that you get this in writing later; I just want to get it out of the way—was the juvenile vote, the training schools. It is \$20 million for probation aftercare; six group homes, \$3.6 million; foster homes, \$1.4 million; and others \$0.9 million; administra-

tion, \$3.7 million; which is \$35.6 million of our budget.

The clients: We have approximately 900 in the training schools; 6,600 in probation aftercare. In your remarks in the House you mentioned you had, I think, a caseload of 100 or 102; I checked it out and I think the average is 103. It's a very heavy load for the adult.

Ms. Sandeman: When I resigned because they wouldn't have me any more because I changed my job, I had 117 people to hand over.

Hon. J. R. Smith: That was over the average.

Ms. Sandeman: Yes. I have to tell you just a little joke, excuse me. On the morning after the election, somebody from somewhere in the ministry, personnel maybe, phoned the Peterborough probation office and said, "You had better tell Gill to put in her resignation. Could you get her to the phone?" My secretary said, "Well, actually she hasn't come in this morning." They seemed quite surprised that my devotion to duty had finally broken down. I wasn't there on the morning on Sept. 19.

Hon. J. R. Smith: I know the phone calls from your clients who receive probation aftercare work probably have been supplanted by phone calls from your constituents. The incoming phone calls you get day and night as a probation officer have probably been replaced by those from constituents with their matters.

The group homes are 200; foster homes, 200; there are 7,900 clients.

Ms. Sandeman: Excuse me, could I have a copy of that?

Hon. J. R. Smith: That's the flow. I will see that you get a copy of this.

I would ask that at the conclusion of my remarks Mr. Taylor discusses with you the increase in the adult services in the community. I want you to have some more about that.

I agree with you on the building of these new jails that are basically replacing the old municipal facilities, such as Ottawa-Carleton. Architects have ultimate security James Bond-type dreams. That particular institution has not been very difficult; I think it is through the work of the superintendent, Mr. Meyer, and his new assistant superintendent; I could just see a positive change. It was a very traumatic experience on my first visit there in early November. I was virtually

shaken by it. It was just after there had been some fires in the institution and some personal abuse of inmates, self-inflicted abuse. It was very, very disturbing. But each time I return to that centre I notice an improvement for the better.

[11:45]

I might mention that the two regional detention centres at Napanee have a very good community programme. It serves a wide sweep in that region. Also the Niagara detention centre at Thorold is working effectively. I realize the pressure on the staff of the institutions, and I recall mentioning it to Mr. Hughes on one occasion on returning from the Brampton jail. It was so overcrowded with inmates and the staff was so overworked and pressured, I just wondered where we could virtually put even extra staff in the place. There was just no room. It was very severe and we're working as best we can on that.

The health care costs reduction is because there has been a reduction in the main office. We've decentralized the operation, but perhaps we can get into that under the main vote with Dr. Melvin.

On the civil service complement, after Mr. D. E. Taylor's remarks about field services for adults, I would like it if Mr. Daniels would explain the number of contract part-time and casual employees, if he would.

Mr. D. E. Taylor: If I may just review the staff complement that we have in probation and parole services, which are adult field services.

On complement, we have 247 probation and parole officers, 37 senior officers, 15 supervisors and four regional directors. There are two staff in main office and, in addition, a clerical staff of 142. That includes seven complement positions that were added to probation and parole in the late fall of 1975. Additionally, we received 20 new complement positions on April 1, 1976. That brings our total complement in probation and parole to 467 staff.

The only additional staff that we have working in probation and parole are 10 contract officers on special projects.

Mr. Chairman: Are there any questions?

Ms. Sandeman: If there are to be 20 new complement probation officers on April 1, 1976, where does their salary show up in the estimates? The amount for salary and wages under community service, adults, is exactly the same as it was last year. It would appear they're going to work for free.

Hon. J. R. Smith: I think Mr. Daniels would like to answer that.

Mr. Daniels: Yes, Ms. Sandeman. The contract question ties in with the money question. It's a matter of balancing the two. We had 10 special project contracts, plus 20 in what we called recruitment projects. I think you may recall that we hired MCAs—Masters of Correctional Administration—in May from the University of Ottawa on the anticipation that, over a year, there would be a turnover of staff and we could absorb them into the complement picture. That turnover did not appear; because of the market and the economic situation in Ontario at the time, people weren't leaving probation services. We took these 22 people—these 22 contracts—who were hired for recruitment purposes and converted them into complement, so you see a no-cost item.

Ms. Sandeman: I also see no increase in staffing in that case.

Mr. Daniels: But these contracts were really hired just for recruitment purposes. They took a very small caseload; they are now built into the normal complement.

Ms. Sandeman: So there would be a reduction in caseload per officer but, overall, no real increase in staff. Is that what you're saying?

Mr. Daniels: That's right. It's a straight conversion of those that were very iffy, because these 22 people were turning over every year and absorbed into vacancies. Now we've confirmed that money, and I think it gives us a more stable probation work force.

Mr. Breagh: What is the reduction in caseload? You just said that you'd had some kind of a reduction in caseload. What would it be? What's your estimate?

Mr. Daniels: From a personnel point of view, I couldn't answer that; it would be whatever 20 add-ins would make to the total population.

Mr. Chairman: The Chair thinks it should intervene. I think background information is in order to get ready to deal with the specific estimates. I don't think we should get into too great detail until we reach the specific vote and give both parties a full opportunity to present their initial statement. With that in mind, Ms. Sandeman, have you any further questions?

Ms. Sandeman: No, thank you.

Mr. Chairman: Are you all right? Would you like to go ahead, Mr. Stong?

Mr. Stong: Thank you, Mr. Chairman. First, I would like to join with my colleague in congratulating you and the ministry on the attitude that it has taken with respect to community projects and correction in the community. There are a lot of things that my friend covered which will require me to readjust my opening remarks to alleviate and eliminate for fear of reiteration.

However, given the fact that following closely upon the heels of the function of the Ministry of Correctional Services is the judicial system, if the judicial system can be summarized simply as the primary function for protecting the dignity of the individual and at the same time protecting the interest in the common good, then the primary function of Correctional Services would be the rehabilitation of the individual offender; given also that rehabilitation is not an isolated phenomenon of the Ministry of Correctional Services, but must of necessity be an integration also of the Ministry of Community and Social Services as well as the Ministry of Education; and given likewise that it can be argued that there is no such thing as prevention, but simply earlier intervention—given these three important rehabilitative aspects, it is my respectful submission that there are three areas that I would like the minister's attention to be directed in considering this budget.

First off, I am concerned with the savings, if any, or the costs expended with respect to the closing of the training schools as a result of the potential repeal of section 8 of the Training Schools Act, and whether in fact any of those funds can be transferred to other ministries, such as the Ministry of Community and Social Services and the Ministry of Education. I am also interested in the makeup of the 40 group homes, which you indicated have been set up throughout the province to date, as to whether they are family-oriented or whether they are individual edifices staffed simply by staff.

I am also concerned about the adequate equipping and training of staff in our correctional institutions, particularly the teaching staff, and whether they will be equipped and trained to recognize and deal with, and help the offenders to correct their own personal deficiencies.

I am a criminal lawyer by profession having practised at the bar for nine years. My experience has been mainly with juvenile offenders. As a lawyer, my interest in my

clients, out of necessity, terminated after the decision handed down by the court.

I have been impressed time and time again, in speaking to sentence in the cases that we "lost," with the repeated terminology that appears in pre-sentence reports prepared by probation officers, that the offender before the court to be sentenced is unable to cope. He is inadequate to cope with the situation he finds himself in. This has recurred so often in dealing with youthful offenders, and with adult offenders as well, it brought to my attention that there must be early recognition of potential criminals programmes and there must be adequate programmes for personal diagnosis to rectify the disabilities that exist in such persons.

In that area, there are relatively new studies being conducted in Canada over the last two decades, and that is in the area of children with learning disabilities. It began in Europe 30 years ago. It came to the United States in 1940 and only in the last two decades has it come to Canada. So this area of study is relatively new, but it is making very good inroads.

I have had referred to me a brief prepared by the Children with Learning Disability Associations of Ontario. I would just like to refer to it because I find it very interesting and very helpful, particularly since the references that they rely on come from the United States. They quote very interesting statistics. One of the studies conducted in the United States states:

In three separate studies in three American states the study indicated that 80 to 90 per cent of juvenile delinquents committed to correctional institutions have clinically proven learning disabilities.

If we look to see what the definition of a learning disability is, we find it's very difficult to define because it's so new. But the United States of America National Advisory Committee on Handicapped Children, in 1968, reported learning disabilities as such:

Children with special learning disabilities exhibit a disorder in one or more of the basic psychological processes involved in understanding or using spoken or written languages. These may be manifested in disorders of listening, thinking, talking, reading, writing, spelling or arithmetic. They include conditions which have been referred to as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, developmental aphasia; but they do not include learning problems which are due, primarily, to visual, hearing or motor

handicaps or to mental retardation, or to emotional disturbance or environmental disadvantage.

These children were studied and they were found that they had above average intelligence; they could not read or write because of minimal brain dysfunction, but they were above average intelligence. To quote further from this report:

Some of the most disturbing statistics about dyslexia [That's minimal brain dysfunction] were officially reported to the United States Secretary of Health in 1970 by 21 experts. The group found a shocking correlation between dyslexia and juvenile delinquency, and estimated that 75 per cent of the nation's delinquents are reading retarded by at least two years. In all other aspects they were normal, but in reading or expressing themselves they were delayed or retarded.

As it continues on, they have drawn a very close correlation between the incidences of delinquency and the incidences of minimal brain dysfunction. That is what makes me concerned in these estimates.

[12:00]

Now that the ministry has adopted the attitude that correction is best achieved in the community, this report seems to indicate—and it is backed up by a report provided by the Central Toronto Youth Services in June, 1975, which emphasized this fact—that community support should be family support as opposed to group settings that are presided over by staff. They put the emphasis on family settings. The reports from the United States also indicate that the best community support of situations are family situations wherein four to eight children are placed with a family that is capable of handling the situation.

Last year in his remarks in the estimates Dr. Potter referred to the fact that the ministry had adopted this attitude of turning to the community, and he also mentioned that there could be some transfer of payments to the Ministry of Community and Social Services. It seems to me this is an area that must be studied, and also in the studies of the estimates provision must be made for transfer of funds to assist and to enable the ministry to carry out its function in the community.

Also in considering the estimates, it is my understanding that as a result of the practical application of the repeal of section 8 of the Ontario Training Schools Act a lot of good teachers have left the system.

There is fear that more will leave, as you indicated you feel that 1,100 beds are sufficient to meet the future needs with respect to future legislation. More of the teachers are expressing concern about being let go. They have recently achieved a settlement with the mediator, acting in fact as an arbitrator.

They are concerned about a joint application to the AIB and whether the ministry is prepared to assist them in that application in special circumstances such as loss, or where it is necessary to maintain or retain the workers, the teaching staff. I would like to have the minister's attention directed in that respect in considering these budgets and what aspects of the budget can be oriented in that direction.

I will defer at this time all my other remarks basically because they are specifics as to amounts. But those are the three general areas that I would like some of the discussion to be oriented toward in this estimate.

Mr. Chairman: I wonder if the Chair may usurp a function and ask you a question? What you said about learning disabilities forming a very substantial base for delinquency, do they trace through as to how that happens? Is it simply because of not understanding or is it because of the frustration and rebellion bred or—

Mr. Stong: This dysfunction may be genetic, a hereditary condition, or an insult to the central nervous system prior to birth—for instance, rubella, toxæmia, drug reaction, or RH factor during the birth process. It could be a skull fracture, jaundice, anoxia or, in early childhood while the brain is still undergoing development, high fevers, febrile convulsions, measles, whooping cough.

This is a new area, and it is still under study that all of these are contributing factors to minimal brain dysfunction. But there is a real connection between minimal brain dysfunction and delinquency, and our teachers cannot cope with it.

Ten per cent of the children in our ordinary schools are suffering from minimal brain dysfunction and our teachers are not equipped to deal with it adequately. This is one of the problems. They associate this with a rise in frustration. These children are able to go through school, but they are socially passed on from grade to grade. They do not maintain or achieve the level of their peers. They see their peers getting ahead and they become frustrated and they react out.

This brief, which is very excellently done, refers to an American study on these failures

in school. They are talking about failures in school because they can't learn:

These failures do not disappear. They remain in the community and they comprise an endless and growing population dedicated to "getting even with" the society that has reviled them and rejected them in school. The cost just in the dollars we pay for dealing with these drop-out or push-outs far exceeds whatever cost would be entailed in modifying the school environment.

I understand that with one course added to the training of teachers, not only would teachers be able to recognize problems and diagnose them, but to deal with them.

The only school that effectively deals with children's minimal brain dysfunction is the Cow School in New York. That is a residential school where the children are sent. A child who is in high school, for instance, who is sent to that school, after three months' to six months' assistance can come back into the normal school programme in Canada and function normally because he is able to cope with his own dysfunction, his own disability.

Mr. Chairman: Does the minister care to comment?

Hon. J. R. Smith: Yes. Mr. Stong, I thank you for your remarks. I think what you said about it being interrelated with the whole judicial system is very true. I think one of the most encouraging aspects of our responsibilities has been what is happening in the justice policy field under the provincial secretary (Mr. MacBeth) where I see co-operative programmes developing in a positive way.

You remarked about the group homes, whether family or employee categories. In my personal favour, a family setting is the ideal. In fact, I think, we have dropped two of the Viking group homes this year, which are basically employee operations. You are very right in what you are saying about the children with learning disabilities. Sam is probably aware of this.

Visiting these schools as well, I think of one young lad by the name of Raymond who is in one of the training schools, who was remanded for murder, and who is 14 years of age. It almost comes as a shock when you learn that this boy couldn't read or write. You wonder how he got to that stage. He had been in and out of institutions since the age of five. Although Raymond's case might seem perhaps an isolated case, it really isn't, because very often when I

speak to the other children I find this as well, and I know it's often the case in the adult institutions.

That is why we have given a modest grant to the Hamilton Literacy Council. This is going on also at Brampton through the organization called "The Bridge" because there is also a great literacy problem with adults.

This raises the whole matter of education problems and disabilities. I just say to you that I feel that the ministry's teachers are probably the best as a group or probably the most highly qualified of any teaching group in the province. If you look at their salary ranges, you would realize that they are very well qualified.

Assessments to identify disabilities are all done at Oakville. You asked, where does this begin? It is really related to juvenile delinquency prevention, and the educational system is so directly related to that. I know Dr. Hug has a lot of statistics. We were discussing yesterday children who had behavioural problems in school and had failed in school or had attendance problems. It is a very, very dramatic set of statistics. Dr. Hug.

Dr. Hug: Thank you, Mr. Minister. Could I preface my remarks by speaking briefly to the issue that the hon. member raised from the United States statistics about the high degree of correlation between minimal brain dysfunction in this instance and juvenile delinquency? Rather, the problem is trying to ascribe causality. There are many other psychological and sociological variables that also correlate highly with juvenile delinquency.

Practically any undesirable trait that one could think of is over-represented among the population of juvenile delinquents generally—let's say the 10,000 that appear before the juvenile and family courts in this province every year and let's say, more specifically, amongst the 1,000 that are admitted to our training schools. I think one thing that says is that we can't deny the influence that learning disabilities generally and minimal brain dysfunctions specifically might have, but I think at the same time we have to pay attention to these other problems that are over-manifested in our children.

The statistics which the minister referred to are a compendium from some of our various research studies, and they indicate really the degree of disability that our various training school wards specifically possess. For example, half of them were either Crown

wards or CAS wards prior to their admission to training school. Half the wards had some involvement with other helping agencies, again before coming into our contact. Thirty-three per cent of the wards had a brother or sister with a history of delinquency. About half of the wards have close friends or close peer groups who are involved in delinquency.

With respect to school background, as a result of the assessments at Oakville, to which the minister alluded, 60 per cent of the wards gave evidence of delayed school progress in elementary schools; 80 per cent had documented school attendance problems; 50 per cent were classified as behaviour problems in school; 45 per cent were, in fact, suspended or expelled from school. I could go on and speak also about alcoholic and drug involvement, not only with the ward in question but with their parents, siblings, peers and so on.

What that says to me, as a researcher, is primarily that we have to attack more or less on a global front. We can't automatically assume, just because there is a high degree of correlation in one area, that this is the magical causal element. This says—at least it says to me, Mr. Chairman—that we have to have a balance, not only within our training school programmes but a balance throughout this ministry in terms of programming for these people and indeed a balance throughout other government ministries that are involved in this.

Hon. J. R. Smith: Mr. Stong, you mentioned one thing about the training, basically at Grandview School and Churchill House. There is a saving of approximately \$1 million this year, the first fiscal year, and \$1.5 million annually thereafter; that's Churchill House and Grandview School.

Mr. Chairman: I trust there is nevertheless no downgrading because this correlative factor has been pin-pointed over against other factors. I quite realize that we are not going to reach panaceas in this area of corrections; nevertheless, that is quite a striking correlation that was apparently established, as well as its base. I trust the ministry won't downgrade it in any way, that you continue to make investigations and continue to make preventive measures touching that causal factor in delinquency.

Hon. J. R. Smith: Dr. Hutchison would like to say something.

Mr. Chairman: Yes, okay.

Dr. Hutchison: Mr. Chairman, I would like to subscribe to what you have been saying.

We have been very involved in this whole matter of learning disabilities since the year one. Prior to the opening of the Oakville assessment and reception centre, there was a meeting with the Ontario association; we agreed at that point in time to co-operate, and that co-operation has been ongoing.

[12:15]

The Canadian authority on minimal brain damage, or brain dysfunction, however you want to describe it, is a local man by the name of Dr. Alan Davidson, a prominent psychiatrist. Both Dr. Melvin, our senior medical consultant, and I have attended sessions that he has given on this syndrome and its relevance to anti-social behaviour. When we opened the Oakville assessment centre, our intent was to set up a very thorough diagnostic service for this very purpose. The person who was engaged as head teacher was engaged because of his background and training in this problem of learning disabled children.

We acquired the services of Prof. Harry Silverman of the Ontario Institute for Studies in Education who is, from the educational-psychological standpoint, a diagnostic re-training expert. He spent some time out there and reviewed our programme. He said in effect, "Don't change a thing; it's a good programme."

So, Mr. Chairman, if any of the committee now wish to get into greater detail with regard to what we actually do in the diagnosis of learning disorders, our director of education, Mr. Douglas Mackey, is here and I am sure he will be glad to provide that information. But I agree with you, sir, and I didn't want to let that go by without comment.

Mr. Chairman: Is there any further comment the minister wishes to make? We will launch into the estimates then.

On vote 1401:

Mr. Chairman: I think we will take it by headings.

Item 1—general administration. Carried?

Item 2, health care services. Any comments?

Ms. Sandeman: Yes, I have a question. Could the minister bring us up to date on how far along we are with the recommendations in Dr. Botterell's report? I believe last year Mr. Potter gave an update. Could you do the same for this year?

Hon. J. R. Smith: Dr. Melvin. Please come to the table.

Dr. Melvin: I take it the question is the Botterell report.

Ms. Sandeman: Yes.

Dr. Melvin: Well, we are moving ahead. We are not going backwards anyway. We are moving at different rates in different areas. One of the problems is that Dr. Botterell is not Moses; the report didn't come down as final.

Ms. Sandeman: That's a real problem, yes.

Dr. Melvin: He wrote it four years ago, and some of his predictions have, in fact, not been borne out. Some of the situations he was attempting to adapt to have not culminated. A classic example is he recognized nursing practitioners, or the so-called nurse-practitioner. We have but one in the ministry, and we are not doing too much about getting too many more, largely on the basis that the concept of the nurse-practitioner has not been tested by the general public. And in general health care, it was unfair to use our inmates as guinea pigs on what was really a social experiment in health care delivery.

We are hoping to get a nurse-practitioner programme involved in Hamilton, as McMaster is just up the hill. It's a little difficult if you are remote from a university setting. We hope to get a programme going there. We have to stick close to universities where the training is being done, so the full faculty can help this particular individual.

I don't want to isolate on that particular concept, since there are 150 recommendations. Some have been implemented, some we have decided to defer, or to hang on to for a bit.

There is the question of medical records. Dr. Botterell recommended—and everybody would agree—on a central data storing and processing arrangement. Unfortunately, constraints have denied us the possibility of hiring the appropriate person to initiate this programme. It's got to be someone very senior in the medical record librarian area, to get in at the very beginning to see we do it correctly, and do it so that any factor or figures we use or techniques we employ will be identical to those used by OHIP or the Ministry of Health for the general population.

I presume you don't want me to go through the 150 recommendations. Are there any specific areas of interest?

Mr. Chairman: Do you want him to go through the 150, Ms. Sandeman?

Ms. Sandeman: No, let's take 140—no, Mr. Stong has a question.

Mr. Stong: Mr. Chairman, under each of these subtitles there is a reference to services. For instance, under health care services it says simply, "Services, \$108,100." What kinds of things are included in services for \$108,000?

Dr. Melvin: Is that general administration, sir?

Mr. Stong: Item 2, health care services. There is a breakdown on the right-hand page, J51, showing salaries and wages, employees' benefits, transportation and communication, and so on.

Mr. Chairman: Dr. Hutchison is more equipped, I think, to answer.

Dr. Hutchison: This refers to the main office budget, and the reduction has not been in services to our clients in the field. This is simply a main office budget, which makes provision for an executive director, a recreational co-ordinator, a medical services consultant and now a dentistry consultant, Dr. Charles Williams, a prominent dentist who is working on almost a half-time basis. Advisers in nursing and in food services and nutrition come under this, as well as consultants in psychiatry, psychology and social work.

I won't go into the details of the Botterell report, because a lot of that has been implemented since the report was tabled in 1972 and I'm sure you don't want to hash over old ground. But in every area, except recreation and nutritional services, there has been an increase in professional staff in the field. The costs of this, of course, appear in the adult or juvenile institutional budgets, their operating budgets for care and treatment.

Ms. Sandeman: In every area except what, did you say?

Dr. Hutchison: Except nutrition and recreation. I could be wrong about those, but off the top of my head I don't recall any increases in recreational staff. But there have been increases in the staff in every other area.

In a budget where you are utilizing the services of part-time consultants, apropos of the Botterell report, what we've done in previous years has been to budget for half-time for these services. But sometimes people are not available or not needed on a half-time basis. As a result, you don't utilize your budgets. So what happens the next time it comes along is it's trimmed down to be a little more realistic. I think that is what has happened here.

Dr. Melvin joined us in 1975. I also mentioned Dr. Williams, who is the senior dental

consultant; this is a new addition on a half-time basis. These are, in fact, very substantial improvements and additions to the health care services division of the ministry. Therefore, nothing has happened to us; in fact, things are going very well, in our view.

Mr. Stong: Dr. Hutchison, under this \$108,100 for services, you listed several people, such as the dentist and so on. Would they not properly come under salaries and wages?

Dr. Hutchison: Some of the services are purchased on a fee-for-service basis; that's the reason for the breakdown. There are some full-time civil servants, some are on a contract basis, and some on a fee-for-service basis.

Mr. Chairman: Any further questions or comments with regard to item 2? Item 2 is carried.

Item 3, planning and support services.

Ms. Sandeman: I have a sort of nitty-gritty financial question for that. Comparing that with last year's figures, I see that the salary and wage figures are the same but the employee benefits have inexplicably dropped. Is that a mistake or is there some reason for that? Particularly when the Workmen's Compensation Board—

Dr. Hutchison: There is a shift of the civil service position to a fee-for-service position. That means a change in the employee benefits as well.

Mr. Stong: Again we have that anomaly, the word "services" for \$202,000. We have salaries and wages as well listed separately at \$486,000. What do the services under planning and support services include?

Mr. Algar: I can answer that, Mr. Chairman, if you wish. The breakdown is: Professional services which we are purchasing, \$91,200; research projects which we purchase primarily from universities, \$93,000; temporary help, which we use quite a lot of in our research area, \$15,000; other services, which I can't really explain, \$3,000.

Mr. Stong: What are the professional services that you referred to?

Mr. Algar: I wonder if Dr. Hug could perhaps answer this question since it is in his branch?

Dr. Hug: In actuality, I think these two categories, purchased research and professional services, should be considered together

because what it really depends on is the nature of the person to whom the research is contracted. In some cases, for example, it is a psychologist or a social worker on the faculty of one of the universities, in which case it would be classified as a professional service. In other cases, it would be called a research project.

What we are anticipating in the current fiscal year is that \$154,000 out of this \$202,000 is for the purchase of research services from various people and sectors in our ministry rather. Some of these are private consultants; others are university people.

Mr. Chairman: Any further comments with respect to item 3?

Ms. Sandeman: This is the vote then under which we discuss research, is it? I didn't realize it was. Could you tell me two things? Could we have some kind of breakdown of the research projects that are under way, what areas of interest you are having people look into, and could we have a progress report on that research project on the pre-sentence report which seems to me to have been going on forever? We were promised the results of that while I was still on POAO, which was some time ago.

Dr. Hug: Maybe I could go through some of the studies that have been completed during the last fiscal year, namely 1975-1976, and also studies that are carrying on into this current fiscal year or which will be initiated. In fact, the one specific study that Ms. Sandeman refers to is included in this list. One of our studies was with regard to the roles, attitudes and problems faced by correctional officers in three specific institutions, namely, the Toronto Jail, the Ontario Correctional Institute in Brampton, and the Mimico Correctional Centre. A report on this project has been completed and is available for public distribution.

Ms. Sandeman: Yes, I think I have one.

Dr. Hug: That is one example. A second study that was completed was a major longitudinal study into some 300 women who were admitted into the Vanier Centre. It followed up in terms of institutional behaviour and also with respect to recidivism. While they were in the institution approximately half of these women—fortunately from our standpoint—consented to a follow-up interview in the community. This was the first time that we had attempted this. Roughly half of the 300 were interviewed. The reports

stemming from this project are again available for public distribution.

In line with some remarks in the minister's opening address, we have under way a fairly major evaluation of the Guelph abattoir programme. The objectives in this study, first of all, are to see to what degree the inmates who participate in the abattoir programme while incarcerated follow through on this when they are again in the community, either specifically in abattoir work or, let's say, something closely related, to see if the training can be followed up, given that the average inmate in the abattoir might be there for only two or three months. This obviously isn't going to make him a skilled tradesman in this field.

[12:30]

The other obvious focus behind this study is, if this training in abattoir work is carried on once the inmate returns to the community, does this in fact make a difference, vis-à-vis recidivist, our usual bottom line. This study has been under way for roughly a year and will continue for a couple of years. Not even preliminary findings are presently available.

Another study that is under way that will be completed during this current fiscal year is an evaluation of the community resource centre programme. This is another aspect of our programming that the minister did refer to earlier. What we're focusing on here is trying to isolate inmates who might especially benefit from this experience. These people will be followed up after parole or outright discharge with follow-up interviews in the community. We anticipate a report on this study sometime in November of this year.

Another study that was completed during the past fiscal year is with regard to selection criteria and decision-making for temporary absence for employment purposes. The major thrust in this study, Mr. Chairman, was to examine the four stages of decision-making involved. There is a local or institutional committee that must consider each application. It is then vetted by the superintendent of the institution concerned. At that point it's passed to the main office for the third stage in which a main office committee considers the matter and it's finally considered by the co-ordinator of temporary absence programmes, who is the official designate of the deputy minister with this regard.

So there are four individuals or groups involved in every TAP decision for employment. The primary finding in this study was rather striking. There was 85 per cent unanimity among these four decision stages. Cur-

rently the ministry is considering if, in fact, the four-stage decision process can be streamlined, let's say, to one or two stages. We're especially cognizant of something in the new peace and security legislation package from Ottawa that says: "With respect to federal inmates, all matters pertaining to temporary absence must be vetted by the National Parole Board." They then say a couple of sections later down: "The provincial authorities have to make their TAP procedures in line with the federal regulations."

The question that we're groping with in terms of implementing these findings is: Does this say, *de facto*, that the approval for temporary absence within the province has to be referred to our provincial parole board? That's something that complicates the implications and the implementation of this rather clear research finding.

As to the study on the pre-sentence report, the reports came back from the printers a couple of weeks ago, Ms. Sandeman, and we're now in the process of issuing the main report. There are, if I remember correctly, maybe 50 or 70 single-spaced pages. This is available for distribution to everyone if someone is interested in reading through the full report. On the other hand, the report has been summarized into approximately 10 or 15 pages and this is getting a very wide distribution at our initiative.

Perhaps if I could say a few words about some of the findings in the report. This study, by the way, was done by a committee of the Probation and Aftercare Officers Association of Ontario. They formed a committee to look into the specific question of PSRs. The committee, in turn, hired a researcher on a term basis and it was really the organization's study, so to speak.

The researcher reported to the committee and, in turn, to the organization. But there was a lot of communication back and forth between the POAO, their committee, their researcher and the planning and research branch of this ministry. We certainly take no strenuous objections to any of their findings or recommendations.

The results of the study showed, among other things, that the pre-sentence report, or PSR, presently lacks standardization in both format and content. It seems many of the things that are included, upon empirical examination, have little influence on the eventual disposition. There seems to be a lot of interesting disagreement as to the distribution of the pre-sentence report. It has obvious relevance to decision-making groups within our ministry, for example, in-

stitutions, temporary absence committees, parole boards and this kind of thing.

The judges primarily feel that the report is for their use only and obviously people within our ministry have a different inclination since there is so much valuable information in there. Specifically one-third of the officers polled stated that it should not be shared with other agencies and the remaining two-thirds were in favour of distribution.

Mr. Stong: May I just interject here, Mr. Chairman? I know a judge who will not let these pre-sentence reports get out of his own clutches. How do you practically get around that when you want to use a pre-sentence report for your own purposes?

Dr. Hug: Could I defer that question to someone else who's more familiar with the specific procedures there?

Dr. Hutchison: We do have an arrangement with the court that we receive pre-sentence reports, recognizing that these are court documents. We require them for purposes of classification of individuals. As you know, there is a lot of valuable social history information in there usually.

Ms. Sandeman: Could I comment on that? It's my understanding that when a pre-sentence report is prepared, unless things have dramatically changed in the last six months, a copy goes to the judge, a copy goes to the offender, through his or her counsel or through the duty counsel, and a copy goes to the Crown—is that not right? So they're available for the legal profession. They're confidential documents, but I would think a situation in which a judge says they belong to him and nobody else should certainly be looked into by the ministry.

Dr. Hutchison: It may be. I'm not familiar with one of that nature, because we do have this arrangement which has existed for a number of years whereby we do receive copies; so we wouldn't be plugged into that particular problem.

Mr. Stong: It's not very far from here either, where it happened that a judge insisted all copies of the pre-sentence report be handed into the court and left there so that the offender gets to read it and that's all. He has to hand it back in and the Crown attorney must do the same and the judge makes sure that he collects them after each disposition.

I know they're confidential documents and the offender wouldn't want it to be publicized. I know that as well, but it seems to

me rather stringent that for your purposes of research, etc. that this particular judge takes that attitude.

Mr. Chairman: Does Mr. Taylor have any comment on this?

Mr. D. E. Taylor: You are quite right. The pre-sentence report is prepared when it's ordered by the court and it is returned to the court as a court document. It has, I would say, historically been the practice when the probation services were in the Ministry of the Attorney General that a copy of that report was retained by the probation officer and that it was appropriate, if the offender was sentenced to a term in an institution, to forward a copy of the report to the appropriate institution; and we've continued with that practice.

Mr. Stong: What you're saying then is that this particular judge or any judge who takes that attitude does not really interfere with your purposes?

Mr. D. E. Taylor: That's correct.

Mr. Breagh: Mr. Chairman, I wonder if I could ask some questions under this one. I have some difficulty looking at this particular estimate and seeing that the planning and support services estimates are really not much more than the personnel services estimates.

It strikes me, if you ever are to figure out where you are going, and what you are doing, what works and what doesn't work, that this ought to be one area that is a substantial area in your budget, and it does not seem to be. It seems to be rather, as I said, not much more than what you expend for personnel services, and that seems to me to be ridiculous.

Secondly, it strikes me also, in listening to the kind of reports and planning that you are doing, that you are getting them from a great many sources, which I suppose has some value in the sense that you are not always dealing in-house, that there is no incestuous arrangements made there and that you are getting different opinions. But it also has another side to that coin, in the sense that you are getting information on a spotty basis from all over, and not really doing any continuing research from a central source.

Very briefly, I guess the problem there is those people who devise new programmes may well have absolutely no connection, or have some difficulty even touching base, with those people who evaluate those programmes or who implement them or who carry them

out. I see some very serious conflicts in that approach to it.

In looking over this one page of estimates, pretty close to 20 per cent of the money spent is put out in some kind of services, which is essentially a contract basis. I am not sure that is going to give you very much continuity in a department that is attempting to correct something. It might be excellent for experimentation or it might be a worthwhile way to cut costs or to make sure there aren't a lot of bodies hanging around the house and all that. But does it really give you a concerted effort planned by a group of people who have a common philosophy and who are attempting to do something? I want to use this one vote to make that point.

In my area, the major employer in the municipality will not hire anybody with a criminal record. It doesn't matter what they did or how serious or not the offence was. If they have a criminal record, he just won't hire them. The alternative for the guy is to lie; and it takes all of three or four days for the employer to find out that he did lie. What is the use of spending all the money and the time and the effort and the planning and the resources in training people for jobs, if at the other end of the thing the employer will not hire?

It strikes me that is the very old and fundamental problem of someone who is faced with this kind of a situation. You can train him as much as you like, you can plan as many programmes as you want, you can spend as much money as you want; but if in the end, when you eventually turn him loose nobody wants him, what was the use of the whole thing? Do you ever correct a situation? In planning, in the kind of support services that you are purporting to do here, do you really solve a situation?

It was my experience, in working with kids who often had some difficulties with the law, that really what went on is that they went on a two-year vacation somewhere and a lot of very specialized and expensive people dealt with those kids. At the end of the entire process you dumped them right back into the same situation that caused the problem initially, the same family setting, the same sociological setting, the same problem with trying to get a job or get education; or in many cases the same physical ailments or mental problems that they had before.

After all of that time going through the mill, after all those people tried to help those kids, you wound up dumping them back in the situation that caused it all in the beginning. It strikes me if you are really

planning, if you really had support services, that wouldn't happen. You would recognize that it probably wasn't totally the kid who went wrong. It was his home situation or the environment in which he lived or the kind of economic situation he had to face.

What efforts are you making, really, to see that your whole system works? In my view anyway, that is what planning and support services would be all about.

What is actually happening there? What kind of planning are you doing? I think it is fine that you have somebody trained in meat cutting. Where do they go afterwards? Who gets them there?

In my riding anyway, I have to say that is where it all peters out. When they are actually back on the street, that's the problem.

In a couple of the cases that I have had to deal with, you really weren't running much more than a hotel service. After 6 o'clock they came back into the can and they stayed there and in the morning you turned them loose. Frankly, nobody really knew, particularly, what they were doing during the course of the day, although some people were obviously supposed to. They showed up, or didn't show up at night.

It struck me—although I would agree generally with the idea that they should be out working in the community and I would support that—that you put them out there on their own. There wasn't any help, there wasn't any support service there. The kind of programme that was run was not very well planned. Frankly, I am rather disappointed. As Ms. Sandeman said, you have to put your money where your mouth is. I don't see, in this estimate, that kind of money. I'm wondering how real the problems are in terms of getting a disjointed, if you like, plan together. Is that a real problem by using all of these contract services?

[12:45]

Hon. J. R. Smith: Mr. Chairman, I think the member for Oshawa has raised a very valid point here. In effect, there is a core group in the main office—senior personnel. I would like Mr. Thompson to elaborate on how they operate and what their function is. Of course, on the later vote there is another area in related research—the role of MACTFAO, my advisory committee on the female adult offender. They prepare a great number of reports and are very helpful. Mr. Thompson can elaborate on how we co-ordinate the research.

Mr. Thompson: First of all, Mr. Chairman, I think one needs to be very much aware that

this element of planning and support services relates to the research and the planning in the larger sense, industry-wide, and that the kind of case planning for aftercare purposes and so on, to which you allude, certainly is done by both institution staff pre-discharge and by probation and aftercare probation and parole staff in the community. They are the link for temporary absence purposes in the case of adults or integrated care, and so on.

We've already had some comment about the over-load on those services and we certainly don't try to deny that. That's a very serious problem. But in terms of trying to separate out the size of budget that you're concerned about here—certainly the budget that's delivering the service is included under the latter two votes. I wouldn't want you to be left thinking that this comparatively small amount of money is the service delivery side of the system.

Mr. Breagh: If I could just pursue this point for a bit, I'm not concerned that you're not spending enough money. I'm happy to see that you are saving us all a lot. But my concern really is that if you are listing priorities, surely—and I really am more concerned about the people at the top, as you say, than the people out there.

The people out there have some difficulties and all that. I'm very concerned that the people who institute programmes, who are in positions of great power and influence, have a well-thought-out plan in mind—use their research widely and well and tap as many resources as possible. I don't see that reflected, if you like, in a kind of priority sense.

Where do you spend your money? What do you do with your research? Who uses it? How is it implemented? Do you really know where you're going? Do you have any idea at all of the ramifications of the programmes and institutions that you run? I have a lot of concerns about that.

Mr. Thompson: If I can just take as an example, Mr. Chairman, one of the changes in juvenile institutions recently has been to reduce the DARE programmes. In part, that's a reflection of considerations of falling numbers, but also in part it's a reflection of a research project on those programmes that didn't show them to be terribly much more beneficial or successful or rehabilitatively-productive than the regular training school programme—much to our chagrin, I might say, because they have been an extremely expensive project and one would think that they would be just what the doctor ordered for those young people who are going there.

We're keeping the one programme and attempting to modify it through what we've learned, and hope that it may improve. That's the sort of input from research and both, of course, from examination of trends in the ministry's flow of clients.

Mr. Breaugh: Can I ask you then one basic question: What have you got that does work?

Mr. Thompson: I think probably all of us, when we look at the prison system and the juvenile system for youngsters, sort of want to lament about it. But the research, for example, on the women's institution that Dr. Hug mentioned earlier, does show a moderately good rate, I think, of non-return of individuals into the system. And while one would like it to be 300 per cent better, it doesn't show that all the people flowing through return, and that there is simply nothing happening in the institution. I would suggest, having been involved in that women's programme much earlier, that the work going on there now is far more productive than it used to be. I think there are specific reasons for that set out in the research—things that we have taken action on as a result of learning and research that have produced better results.

Ms. Sandeman: Could I just go back to the DARE study you commented on? I had already noticed in the minister's annual report for last year a very ambiguous sentence on page 23. I wonder if you could clarify that.

Research was also undertaken in the juvenile division on group homes and work study programmes, along with a longitudinal study comparing male returnees who have taken part in training school programmes with those who participated in Project DARE. The work study research showed that after a six-month period in the community, the rate of return to training schools by participants was well below that of other wards.

I took that to mean participants in Project DARE.

Mr. Thompson: Could I ask Dr. Hug to pick up on that question?

Dr. Hug: The lower rate of return refers specifically to the two work study programmes that were included in this research, namely the programmes of the Pine Ridge School in Bowmanville and the Kawartha Lakes School in Lindsay.

Ms. Sandeman: It is a very ambiguous sentence, because you speak of participants in Project DARE and then you say, "the rate

of returns to training schools by participants was well below that of other wards." It reads as if it is the participants in Project DARE who return less frequently.

Dr. Hug: Yes.

Ms. Sandeman: In fact, it is the other way around: The DARE kids loved it so much they wanted to come back.

Dr. Hug: In effect, yes, they were positive toward the programme, but their behaviour was in the opposite.

Ms. Sandeman: Mr. Chairman, would it be in order to ask Dr. Hug if he had finished his list of research projects? I find it fascinating but the rest of the committee may not want to go through all that; if they don't, then perhaps I could talk to him afterwards and get the information.

Mr. Stong: I am prepared to listen; I am interested in that as well.

Mr. Chairman: I am completely in the hands of the committee, of course; I think this is precisely why we are here, if I may say so.

Ms. Sandeman: We had got to No. 6. Perhaps we could ask him if we are at six out of 100 or six out of 10 before we commit ourselves to hearing the whole list.

Dr. Hug: Okay, it's roughly six out of 15. Some of the items are very short and sweet; they are just new projects.

Hon. J. R. Smith: Mr. Chairman, perhaps Dr. Hug could just read the titles and elaborate on the ones that Mr. Stong and Ms. Sandeman are interested in?

Ms. Sandeman: I would like to hear about all of them actually, because it speaks to what Mr. Breaugh was saying about trying to get a picture of the overall direction of the ministry. I think nothing shows us more clearly where you think you are going than what you think is worth doing research in. That is why I would like to hear the rest of the projects.

Mr. Chairman: Go ahead.

Mr. Stong: As he is reading the list, I wonder if he would specify the amounts allocated to each particular study?

Dr. Hug: I would have to get that information for you.

Mr. Stong: Okay. Would you, please, Dr. Hug? Thank you.

Dr. Hug: Sure thing.

Ms. Sandeman: Some of those, of course, have been going on for three or four years.

Mr. Chairman: Go ahead, Dr. Hug.

Dr. Hug: Thank you, Mr. Chairman. Perhaps it is relevant in the way of a brief preamble to say something about the mechanism, so to speak, within the main office of the ministry that controls our research priorities and research practices. This is something called our research advisory committee, which consists of various senior officials of the ministry. Perhaps the two most important participants on this committee are the executive director of the adult programme and the executive director of the juvenile programme. These are our two operational programmes, and if these people are in favour of the research that is being proposed, as well as being involved with the research at all stages, it is going to be a lot easier to implement the findings and to make the research have an impact.

With respect to the question of contracted research vs the relatively small group in main office, what we do is we meet once a year to consider unsolicited requests for research funding and research projects that come in from literally anyone in the province; we order these things in terms of priorities and go with the things that we think have the highest payoff.

Another thing that we do, following the recently published government-wide guidelines about obtaining research services, is that if there is a study we dream up—for example, if we want some research into the broad area of remand prisoners—we call for tenders for this study, just as we would buy, let's say 20 sides of beef for one of our institutions. This gives us a high degree of control over the research and its continuity to make sure it is relevant research, the type of thing that we want done.

With respect to the split between contract research and research that is done by civil servants, perhaps I am biased being the director of the branch concerned, but I would like to see a little more in terms of staff research because they are more knowledgeable about the ministry. There is greater continuity. They have a permanent interest in research as opposed perhaps to only a transient interest on the part of a university professor. But the long and short of that is that complement constraints over the last five or so years, when the research component of the ministry was established from the ground up, have precluded this so almost by default,

in order to get some research done, we had to go the contract route.

The report of the Canadian committee on corrections in 1969, which is often referred to as the Ouimet committee, recommended that something like four per cent of the budget of any agency within the broad criminal justice field be spent on research. We, unfortunately, are still under one per cent. I am not necessarily lamenting that but I think it's worth indicating it for the record.

Ms. Sandeman: Why don't you lament for the record?

An hon. member: Yes, go ahead.

Ms. Sandeman: Go ahead. We will lament on your behalf. We find it lamentable that only one per cent of your budget is earmarked for research.

Dr. Hug: Playing the devil's advocate, being a professional researcher I wouldn't say the sky is the limit. There obviously are other priorities, but also being involved in the budgetary process for the last few years, I know how tight we are. We have to cover off inflation. We have to cover off the increased workloads that the courts give us. Once we do that, and we have difficulty doing even that in this day and age, if we get a client increase anything approaching what we had last year, the printed estimates before you will be grossly inadequate. As a consequence, there is little money—in my mind at any rate—for what might be referred to as discretionary items.

Mr. Chairman: The chairman is going to intervene. I know we are weeping under the bough of the tree. Before 1 o'clock I would like to get the complete list. Could you do that for us very quickly so we can come back the next day with that?

Dr. Hug: I will read them off by title. The next study is a broad study. It's called "First Incarcerates' Prediction Study," based on various types of data sources. We are trying to predict the behaviour of inmates during their institutional phase and also after release. This is with respect to adult male inmates.

Next on the list is a study that we haven't yet started on, the broad area of remand prisoners. It will deal with who are they, what problems they possess, what things can we do as a ministry to alleviate the problems—bearing in mind that remand prisoners are given to us by the courts and it is up to the court to specify if the man ultimately is remanded for two months or two years, but

maybe we can modify the impact that this has on our ministry.

Another study we will be undertaking in the current year is something referred to as evaluation of the adult training centres. In a sense it's similar to the evaluation of the abattoir programme where we are looking in the first instances at what amount of follow-through of training happens after the man is released into the community. In the institution he gets maybe 100 hours out of a 1,000-hour block. He has to pick up the other 900 on the streets. Does he in fact do this?

The second question then is, if he in fact completes his training programme in the community, does it again make a difference vis-à-vis the bottom line, namely, recidivism rates?

The next study is something entitled "Probation, Parole and Aftercare Staff Study." It is a companion piece to the study previously described in the three institutions where

we are looking at the roles problems encountered by our field staff.

No. 11, which was already alluded to, is the work study programme. No. 12 is a preliminary evaluation which has been completed on the group home programmes. We currently have designed and are awaiting to implement the second phase of that study. No. 13 is something entitled "Training School Recidivists." These are the returnees, the DARE people who were described previously by Mr. Thompson. No. 14 is a 10-year-study of boys in Hillcrest training school. No. 15 is a study which we planned to begin later in the year with regard to the utilization of family service agency services which are purchased to provide probation and aftercare types of functions.

This completes the list of projects.

Mr. Chairman: Thank you very much. It is 1 o'clock now and I think we should adjourn until Monday after question period.

The committee adjourned at 1 p.m.

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 Drea, F. (Scarborough Centre PC)
 Gregory, M. E. C. (Mississauga East PC)
 Sandeman, G. (Peterborough NDP)
 Singer, V. M. (Wilson Heights L)
 Smith, Hon. J. R.; Minister of Correctional Services (Hamilton Mountain PC)
 Stong, A. (York Centre L)

Ministry officials taking part:

Algar, M. J., Assistant Deputy Minister, Planning and Support Services Division
 Daniels, A. F., Director of Personnel
 Hug, Dr. J. J., Director, Planning and Research
 Hutchison, Dr. H. C., Executive Director, Health Care Services
 Melvin, Dr. J., Senior Medical Consultant
 Taylor, D. E., Director, Probation and Parole (Adult)
 Thompson, G. R., Deputy Minister



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SUPPLY COMMITTEE — 1

ESTIMATES, MINISTRY OF HOUSING

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Monday, April 26, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

MONDAY, APRIL 26, 1976

The committee met at 3:17 p.m. in committee room No. 1.

ESTIMATES, MINISTRY OF HOUSING (continued)

Mr. Chairman: We might as well get started if you're ready. I understand, Mr. Cassidy, that you'd like to continue with your remarks from last week.

Mr. Cassidy: Just one or two remarks, Mr. Chairman, that's all.

Hon. Mr. Rhodes: Get comfortable.

Mr. Cassidy: I've had a chance, Mr. Chairman, this morning, to have a look at some of the material which has been tabled by the minister. Although I must say that it is compendious, I'm sure that next year you'll try and do an even better job of getting it out early so that we can look at it before and not during the estimates.

An hon. member: The third year we can build a house out of it.

Mr. Cassidy: That's right.

I wanted to talk specifically, Mr. Chairman, about a number of specific areas where the ministry is falling seriously short or is making some serious mistakes. The minister has said in his statement that affordability is the new theme song of the government. That's fine. Our problem, of course, is the knowledge that the ministry has been incapable in the past, of making housing affordable to people in the low and modest income ranges and the fear that they will continue to fail in that way.

As the minister said in his statement most families earning under \$19,000, that is in the HOME ranges, have difficulty, to quote him, entering the housing market. There's no sign that's going to change. There is certainly little sign that it's going to change because of the OHAP programme, the Housing Action Programme, insofar as it's proceeded up until now.

I want to tell the minister that this time I do not intend to go into an elaborate numbers game in terms of the promises that were made in 1973 and the promises that were made in 1974. We've said ever since the days of Stanley Randall that promises from Conservative ministers are bunk. They generally have been proven to be bunk. They generally have been proven to be wildly exaggerated and I'm glad that you didn't make very many in this particular statement on these estimates. That was probably the wisest thing you could have done.

At any rate, when the decision was made to renew the Housing Action Programme, as it says here, the minister is renewing it for now in the hope that something will come along or in the hope the ministry can decide what is to be integrated within the regular programmes of the ministry.

For all of its efforts, though, the government has had just under 8,000 housing starts in the two years up to March 5. I can remember sitting in the House and listening to Premier Davis tell us we would get 30,000, 40,000 or 50,000 new housing starts in the Toronto-Hamilton area and in the Ottawa area. I think it was probably going to be within the first year. The starts became lots, and lots became approvals, and approvals became intentions, and intentions became dreams and pious good wishes; and they were all counted in the numbers game that the ministry has tended to play.

I was counting the approvals under the capital incentive grants related to the programme, and as far as I can see something like just over 20,000 units had reached the point where they were eligible for the capital housing incentives grant by March of this year; and that's the product of two or two-and-a-half years of effort. The amount of acceleration that has been achieved by the programme would appear to be pretty minimal. The way the region of Peel counts it, most of the housing that has been approved has gone into their area; the way the ministry officials say it, those income targets for the moderate-income range, as it was

called under OHAP, seemed to be creeping upwards.

When the minister used some figures, he talked about the middle third of incomes running up to about \$22,200 or \$22,500 p.a. That, I gather, is the target range for OHAP; suggesting that in fact you're giving yourself the benefit of the doubt and allowing the target range to creep upwards, rather than, in a successful programme, succeeding in bringing it downwards so that more and more of the housing is tilted towards people in the more modest income ranges.

I have to say, just as I said last year, that I am concerned about some of the things which the ministry says it has been doing through OHAP. In particular, I think they require some openness and some public statements about what is being done. You're succeeding in resolving the apparent conflicts between the central Ontario lakeshore urban complex allocations and the production possibilities under the Housing Action Programme, for example.

Apparent conflicts are conflicts that you've managed to wish, dream or write away. In the minds of many people who looked at those particular documents, they were very real conflicts, because, as I think the minister is privately aware, OHAP just didn't fit in with the planning exercise the province has had under way for a large number of years. Most of the OHAP activity, whatever the numbers happen to be, has been west of Metro Toronto rather than east of Metro. It has not been an effective kind of programme in helping to move growth towards the eastern part of the province.

A question I meant to raise last year under the OHAP programme is that the Ministry of Housing is co-operating with the Ministry of Agriculture and Food in having an examination of the possible residential use of land presently in the class 1 and class 2 soil capability. I have to say that, given the increasing concern about farm land in the province, we're concerned about that.

We're also concerned about the inadequate supply and about the way in which the rules have kept on being redrafted and redrawn for the HOME programme. I'll be interested to see how many people enter for the draw for Glencairn, which was made just before the weekend for the HOME houses in Ottawa.

I'm disturbed by the fact that the easy part of Home Ownership Made Easy is getting tougher and tougher; and that in addition, the efforts that were originally made by the ministry and by the government to ensure that the benefits of Home Ownership

Made Easy passed on to the second purchaser of a home, have been totally abandoned. We have some figures that indicate HOME houses that were sold for under \$25,000 have been offered in the Ottawa area for upwards of \$40,000 within a year and a half or two years from the time they were initially sold.

There have been enormous profits made by individuals who happened to benefit from the lottery and happened to get into HOME housing. You're taking a crack at that now through the use of interest-free second mortgages. The effect of that, though, is simply going to be that somebody on a modest income who wants to buy a HOME house that is being resold will be shut out of the market. It's not really Home Ownership Made Easy in the general sense; it's Home Ownership Made Easy for a very few people, who are then enabled to become participants in the ownership market, like the people who have higher incomes and can do it unassisted and unaided.

I think the other thing about the HOME programme which is very interesting is the fact that your ministry consistently has been able to come through with very good prices on the actual houses built on HOME lots. That is, perhaps I could say, a tribute to the people who handle that part of the administration; but it is also a sign that it is possible to get reasonable prices for the construction of housing. Mr. Makarchuk would testify to that from his experiences as an alderman in the city of Brantford.

For all of the inflation and construction costs which we've experienced over the last few years under HOME, you were still talking about the construction of homes in the \$22,000 or \$23,000 range. One has to ask why it is that if government intervention can be used in order to co-operate with the private sector and get houses built in that range on the limited amount of publicly-owned land, this could not be done on a much broader scale to bring the benefits of home ownership to many more people on modest incomes who may happen to want it.

I also want to talk about some of the problems of the Ontario Housing Corp. I guess we'll return to these in detail; both during the course of these estimates, and also perhaps to some extent during the debate on Bill 60, for which I know this minister is no longer responsible, that is the amendments to the Rent Control Act.

I think the minister should know there's enormous frustration by people who live in Ontario Housing, by the tenants. I was

saying earlier, on Friday, that OHC management has become a model of the private sector and not a model to the private sector. I think it's time that ended. I think responses that have been made by the ministry to questions we have put on this subject have been quite unhelpful. It seems to me what you're probably trying to do is to get the heck out of any involvement with public housing at all, and I would suggest to you that's wrong.

I want to start by talking about some very small things related to OHC, because they epitomize the attitude the corporation takes to its tenants, and then we'll go on to some of the bigger things.

To begin with, something that is extraordinarily minor in the vast realm of things: I was at a dance on Saturday night and talked with some people who were tenants in a senior citizens building at 1091 Wellington St. in the riding of Ottawa Centre. We got to talking about the recreational programmes they have there and that sort of thing, and my friend told me that she liked to have her friends back to her apartment to play cards, and they liked to play until one or two in the morning from time to time. It turns out that in that particular building the lounge is shut and locked at 11 o'clock.

In paternalistic fashion, the local housing authority, which is a subsidiary of the OHC, has decreed that people over the age of 65 cannot be trusted to mind the lounge or to lock it up—if it actually needs locking up—if they happen to want to stay past 11 o'clock. That's pretty stupid, but that's symptomatic of the kinds of decisions that OHC is making all of the time.

The other day we had the question of lockout fees in Windsor. This has been a problem in Ottawa as well, and I know it's a problem in other parts of the province. I accept there are certain difficulties in the nature of the CUPE contracts that were negotiated. It seems to me that enlightened management would sit down with its superintendents and their representatives and talk about the specific problem and make some alternative arrangements.

For example, is nobody who lives in a senior citizen building or in a rent-to-income community sufficiently responsible that they can't keep a set of keys in order to let these people in who happen to be locked out at times that the superintendents aren't on duty? That would seem to be a fairly positive kind of alternative proposal to the present situation of having people charged \$7.50 or \$10 or \$25, whatever it is that is being threat-

ened. Not only that, but the lockout fees normally aren't charged; and therefore the decision to charge them becomes an arbitrary exercise of management power which can be, and perhaps sometimes is, applied vindictively against people who happen to annoy the management.

A third example of senior citizens having a problem at 415 Maclaren St. in my riding, again is symptomatic of OHC in general. There are no superintendents in that particular building after 4 or 5 o'clock in the afternoon. When the fellow on the 14th floor fell, perhaps because of a stroke, and knocked himself out and they needed some help and they went to the superintendent—I've forgotten if he went or not—but the basic position was that he was not on duty and he was not obliged to do so. It was not part of his job and he was not being paid for it; there weren't even arrangements for him to go in an emergency. What they were meant to do was call for the police, who are getting absolutely livid about being called to handle OHCs problems; or to call for a roving tenant relations officer who may or may not be accessible on call; or a roving security person. [3:30]

There again, it's a problem which could surely be handled by competent people who happen to be residents within the building; only the OHC doesn't trust its tenants, no matter what age, grade, class, station or income they may happen to have. The other day Mr. Rose, whom I don't see here right now, was in Ottawa, meeting with a number of people concerned with the Labreton Flats project, and he indicated very clearly that the OHC is simply getting out of the business of building family housing.

The quote that I received was specifically, and I quote: "OHC is not building any more housing. We're getting out of it." When the prospective tenants pressed him, he said, "Well, except in small communities and with senior citizens."

I gather that the CMHC people were as shocked as the tenants and prospective tenants who were meeting with Mr. Rose; but I would gather, on the other hand, from what the minister has had to say in his statement, he is heading in the same direction. There is a very clear indication in the statement, when the minister talks about the fact that it may be less difficult to provide ownership assistance than to provide assistance for tenants. The government is simply backing out of low income housing completely. More and more, its programmes will tend to go to people on moderate and even on middling kinds of in-

come. The housing that it provides under rent supplements will inevitably tend to be very small, and perhaps at times what it will do will be simply providing enormous subsidies to the private sector.

There is a commitment, as I gather, for some rent-geared-to-income housing in the Windless project in downtown Toronto, on Dundas St. I gather the tender which has been made with a straight face by Windless to the Ontario Housing Corp. is that the units, when they come on stream in 1977, will carry monthly rents ranging from \$300 for the one bedrooms up to \$875 a month, to be paid by OHC under the rent supplement scheme. That's crazy. That's the kind of thing you are allowing yourself to get into by backing out so completely from any involvement in construction.

Mr. Chairman, I have met with people in the local housing authority in Ottawa; I have written to the minister, and I have written to Mr. Danson; and I have written to all sorts of other people in order to try and get some commitments from them about the things that are frustrating tenants in public housing. I have to say that we don't get very far. We go around the mulberry bush and don't seem to get any answers at all.

Prospective tenants in Ottawa are frustrated by the fact there is no way the OHA will give any kind of preference to people who have lived in the community a long time when deciding who is to go into a particular housing unit. Even where people are almost exactly identical in terms of the point rating, it is not willing to give any kind of extra preference to somebody who has lived in that particular community.

In Ottawa, as elsewhere, the tenants are frustrated by the fact that the meetings of the housing authority board are closed. I think only two of the 41 boards across the province have their meetings open. In Ottawa, as elsewhere, the tenants are frustrated by the fact that the OHC's books and the local housing authority books are closed. These books exist. They are submitted on a regular basis to Central Mortgage and Housing Corp. In fact, in the public accounts for 1974-1975 the auditors state, and I quote: "Individual property operating statements are prepared for the benefit of Central Mortgage and Housing Corp. and 171 municipalities." In other words, for every single property or project or community, owned by the OHC or owned by a housing authority, as I understand it you have statements. You have the information, but it is not made available to people who surely have a reasonably big in-

terest in it; that is the tenants who are involved.

This leads to bad relations. It leads to suspicions and paranoia on the part of the tenants. It leads to a pretty profound feeling that OHC's priorities are all screwed up, and that it may be blowing an awful lot of money in areas where it shouldn't be blowing that money at all.

The estimates indicate, if I can give an example, that the rent on OHC's headquarters on Bloor St. alone, at about \$1.3 million or \$1.4 million a year, amounts to something like \$1.25 per month for every OHC tenant across the province. Now that's an awful lot of bread. We are going to suggest later on during these estimates there may be a substantial amount of over-spending in OHC administration and that there is no way we can find out until this minister and the government start to provide full information about OHC, rather than the kind of inadequate statements that are available right now.

It appears from the books, as far as I can establish, that for every \$3 paid by public housing tenants in the province in rent, \$1 goes in administration by the OHC. In this particular case I suppose you can argue that the OHC is not a model of the private sector, because the private sector manages to keep administration costs a heck of a lot lower.

There will be reasons why the administration costs of OHC will tend to be higher than those of the private sector. For one thing, there is an apples and oranges situation; you are administering programmes such as HOME and rent supplement and other things which don't relate directly to the 70,000 units you have occupied across the province. Those kinds of things should come out.

There will also be cases where OHC is providing social programmes, tenant relations and that kind of thing, which are not paralleled by landlords in the private sector. It seems to me, though, that the time has come for, dare one say a mature discussion, about the financial situation of OHC and the way in which it spends its dough rather than the paternalistic situation of a government saying: "Look, we know best and OHC knows best; and would you fellows, whether you are opposition MPPs or tenants, or tenants' groups or whatever, please go away and do something else."

The minister in his statement is obviously hinting at the suggestion the rental subsidies are getting out of hand. I don't think they are getting out of hand in relation to what social housing provides, or in relation

to what other costs have done in this economy. Because of the inadequate provision of rent-geared-to-income housing and other forms of assisted housing, the people in public housing are a different group than they were six or seven years ago.

The unbalance, I think, if there were any research on it, would show that they are probably relatively poor. The indications would also show that despite their being relatively poorer, they pay a significantly higher proportion of their income in rent today than they were doing five or six years ago.

And I'll tell you, every time I talk to them, I find there is some new source of frustration which is hitting the organized tenants, whether they are organized in the community or whether they are organized across the province.

I can't understand why Ontario is the only province which has rejected the CMHC offer to share in the cost for funding for tenant organizations across the province. I can't understand why Ontario keeps playing games with the amount of money it gives to the Association of Tenants; I can't understand why it is so generous in helping to provide funding for the Association of Ontario Housing Authorities, compared with its tight-fistedness in relation to the tenants; except for the fact that it's a Conservative government and Tories are always on the side of the landlords and never on the side of the tenants.

I can't understand why the government hasn't taken a number of the suggestions that have been made by this party, by tenants and by others, for involvement of tenants in management and run with them. Basically you haven't done it.

I can't understand why the government has continued to be as rigid as it has been on the rent scale, a scale which came into force in 1970 and which is based on 1970 dollar values. It happens that back in 1970 a tenant who was working and earning the minimum wage paid about 17 per cent of his income in rent on the rent-to-income scale. Today that same tenant, still earning a minimum wage in this province, pays 24 per cent of his income in rent. In relative terms I think the chances are that the minimum wage buys less; that is you are poorer today on the minimum wage than you were back in 1970, and yet you are paying a very substantial increase in the proportion of the income that is going to rent.

Yet what does the OHC do? It sits down with tenants and says: "Look, we think

everybody should pay 25 per cent of their income in rent"; and that's that. The facts are that most people in Ontario, despite the escalation in housing prices and in rents over the last few years, if they're on reasonable comfortable incomes, probably pay less than 20 per cent of their income in rent. That goes for many tenants as well as most homeowners. But the OHC expects that its tenants should pay 25 per cent.

Mr. Rhodes, you have been going up and down the province damning the NDP, and to a lesser extent the Liberals, for including the Ontario Housing Corp. tenants under the Rent Review Act.

Hon. Mr. Rhodes: Yes.

Mr. Cassidy: That's right—using fabricated figures which have no relation to reality.

Hon. Mr. Rhodes: I bow to your expertise in fabrication of figures; no question about that.

Mr. Cassidy: And dare I suggest it, using this as a smokescreen to defend the fact that you, as a minister in your department—and I assume that by now you do have a grip on your department—that you and your department are not doing a job in terms of getting housing available to people in the lower half of the income range. You are just not doing your job right now. Instead, the minister is making statements about the nasty New Democrats and the nasty things they are willing to do.

I would suggest to you, Mr. Minister, that the thing to do about the tenants is to open the books, bring tenants into a real involvement in management, start to make OHC a model to the private sector and not of the private sector. Sit down in good faith and renegotiate the rent scale. You should make it conform to today's dollar values and take into account a number of the very legitimate requests and demands tenants have made and which they've been trying to bring to your attention.

The fact is that for months, if not for years, those requests and demands have simply been ignored. You finally began to sit down when you began to realize the shoe was getting a bit tight and there were going to be administrative problems created by the inclusion of OHC under rent control. But damn it, you're not doing a job right now persuading them or us that anything should be done to take tenants out of rent control, when all it is doing is leaving them back where they have been in the past.

They made a number of suggestions about ways in which you can do it. I would suggest that you might listen to them first, rather than listening to me, in terms of specific ways in which you negotiate your way out of rent control with the tenants, and the specific ways in which you deal with the rent scale. They know a thousand times more about it than either you or I ever will.

Hon. Mr. Rhodes: But I have listened to them; and I don't think, Mr. Cassidy, that you would agree—I would hope not, even as far out as you are—with the position that has been proposed to us for rent scales by the tenants.

Mr. Cassidy: Not every tenant agrees with every point himself. But the basic point I make to you, Mr. Minister, is that back in 1970 a typical tenant paid 17 per cent of his or her income in rent on rent-to-income housing. With all the inflation and everything else we've had since then, that same tenant, in the same position as measured by the minimum wage, pays 24 per cent of his income in rent. That would suggest to me there are very legitimate reasons for a thorough review of the rent scale and for Ontario to sit down with CMHC and talk about what kind of rent scales should be required in this province. It may not suit the needs of public housing authorities in New Brunswick or in Alberta or other parts of the country, but I don't see why we necessarily have to have a national rent scale.

[3:45]

I've forgotten whether it was you or Mr. Handleman who said rather blithely, when asked why you wouldn't appoint more tenants to public housing authority boards: "Well surely the municipalities could go ahead and do that"; but you didn't have any intention of doing it. Three of the seven appointees on each of the housing committee boards are from the province. The only three tenants who have been appointed to public housing authority boards across the province—in Thunder Bay, in Ottawa and in Windsor—were appointed municipally. But the municipality, I guess because of its low share of the deficit of the subsidy of public housing, only has one appointee.

It seems to me that the province, as always, has been the missing kind of link. You are the people who should be making bold moves in order to ensure that tenants have a real involvement, both on the boards and also in the decision-making related to projects and the decision-making related to eligibility, overall policies and that kind of thing.

You're dealing with tenants whose incomes almost universally fall way way below the poverty lines of \$8,000 or \$9,000 a year, which everybody accepts as being pretty close to dirt poverty on dollar values today. You're dealing with tenants whose incomes are running around \$5,000 and \$6,000 and \$7,000 a year in many cases. But, because of an antiquated rent-to-income scale they are paying as though they were at or above the poverty line, as though they had just about made it to the point where they could afford to save up a down payment and get themselves out into housing elsewhere.

In fact, what's happened is that many tenants are simply seeing themselves as being condemned to stay in public housing for a heck of a long time, maybe for a lifetime, because they simply can't see a way out.

Now the OHC's response to this, of course, has been to steadily jack down its production of family housing units. There is a statistic here saying that your researchers succeeded, over the course of the last fiscal year, in establishing a need in their municipal studies for something under 200 rent-to-income family units in municipalities across the entire province. Now that's nuts. I'm aware that's partly the result of municipal policies and their lack of receptiveness; but when you can do such a selling job on home ownership grants, when you can use radio jingles and singing commercials for other programmes that you have, it seems to me there's room for some constructive selling jobs to be done in the area of policies such as public housing, such as the construction by the province of non-profit housing, such as the encouragement by the province to municipalities as well to get, in a much bigger way, into the area of non-profit housing.

Hon. Mr. Rhodes: In your own community you're turning down senior citizens.

Mr. Cassidy: I still haven't got to the bottom of that particular situation; although I have talked to people in the area. But the decision-making there is clearly related to an area development plan, a part 2 study. It is being done in that particular area with enormous participation, not just from all of the so-called long-haired types who I'm sure you see behind every project.

Hon. Mr. Rhodes: I don't; you may, but I don't.

Mr. Cassidy: Okay. The group involved is a very broad-based group, which includes substantial representation from the Italian

businessmen's community in that particular area. So it's businessmen and residents, the ward alderman; a whole pile of people.

Hon. Mr. Rhodes: I'm not suggesting any one particular segment of society is turning down or opposing the building of assisted housing. You apparently think I do. I'm suggesting to you it is prevalent in all levels now, the opposition to that sort of development. I don't agree with it, I don't think it's right; but it's happening.

Mr. Cassidy: What they want to achieve there, from what I've been able to understand so far, is they want to get certain day-centre facilities for senior citizens who live in the area, and I think there's probably room to achieve that. The site is excellent for that kind of thing and it basically makes sense. This is not Etobicoke, Mr. Minister, I'm proud to say.

When we get to the OHC estimates in detail I think we should probably talk about the questions that were raised with the land assembly in Carlsbad Springs. We'll have some more specific things to raise at that time about what on earth OHC is doing with its tenants and why on earth it continues to treat them as though this was the 1950s or the 1940s.

I think the nature of public housing tenants is probably changing as well. Certainly for anybody who has been involved in politics even as long as I have, I know that the nature of people who are welfare recipients is changing. For example, you get larger numbers of sole-support parents, who come from all classes but who are poor because of the need to maintain children rather than because of the unwillingness to work or chronic health problems or that kind of thing. That's obviously happening in the rent-geared-to-income projects as well.

There is an emergence of leadership, there are stable communities being built in a number of rent-to-income projects; but I can't tell you, Mr. Minister, it sure as heck isn't with the help of the Ontario Housing Corp. The situation in Ottawa and elsewhere in the province is not the same as in Toronto. I would like to suggest that the situation in Toronto is probably the most acute in the province. Because there is no local housing authority, there is no local involvement at all; because of the size of the organization and the complete inability, with the exception of Regent Park, to do any decentralization, for some reason an enormous distrust has built up against the community relations officers here in Toronto.

Relations are much better in the Ottawa area, and in Thunder Bay and in Windsor, and in other parts of the province. Yet all the same, that's simply compared with how bad they get on certain occasions. Relations could be so much better and there would be so much that could be done which is potentially very exciting in public housing communities.

Let me make just one suggestion to you, Mr. Minister. Right now, if you examine the economy of public housing communities, a lot of government money goes in there in one way or another. Some of it is federal, in the form of disability pensions and unemployment insurance and that kind of thing; a lot of it is provincial, in the form of housing subsidies and OHC administration expenses and mother's allowance and welfare payments and that kind of thing; clearly there are municipal payments that go in too, for recreation programmes, senior citizen outings, policing and that kind of stuff.

There are many people there who for various reasons can't get out into the work world. Lack of day care is one; maybe the repair of a broken heart or a broken family situation or broken health situation. These are the kinds of things which are typical in a number of these communities. In the past, if you put people together in a village, or if you looked at the economy of a village that grew up in this province for example, it was typical that people started to take in each other's laundry, so to speak, literally and figuratively. Somebody would do the cobbling, somebody else would do the laundry and somebody else would do some of the home repairs; and other things like that would happen. They would create, among themselves, an economy which became more and more independent of what was happening outside.

One has to ask oneself whether all the money which is now being put in, in terms of subsidies of one sort and another from the three levels of government, whether some of that couldn't be creatively used in order to help people pull themselves up by their own bootstraps, if you will? Used to provide services to themselves rather than being dependent on outsiders to come in and provide those particular services? One wonders if maybe OHC couldn't do some gentle persuasion with local planning and zoning authorities in order that the planning and zoning laws be amended to allow a certain amount of workshop activity, some of it for profit or for income, to take place in and around public housing communities?

You may want to explore this a bit later. It doesn't conform with the kind of 1950s and early 1960s ideas of planning where you had everything sanitary and homogenized and strictly segregated so that no economic activity ever took place in a residential area. But I suggest to you that might be a much more constructive use of government funds than simply hiring social workers and community relations officers and people like that to come in and do things for, or do things to, people in those particular communities.

I want to talk a bit about non-profit housing. We'll get to it in detail when we get to the details of the estimates. I was relieved, Mr. Minister, that eventually you made a decision to accept the sort of curious compromise that Mayor Crombie put up to allow provincial funding to go to the Don area co-operative housing project.

Economically, it was probably one of the best projects that had been put to you. I gather you've reviewed the material right now, and all I can say is that I'm very sorry that for so many months that project got hung up by the opposition of a minister who more than epitomizes all of the worst of the ratepayer opposition that you've been attacking across the province. I'm simply sorry that the Don area co-op—which is alone among the co-ops in the province that have come to your ministry for grants in having an initial refusal—couldn't have been simply allowed to continue to operate that housing the way any other co-op is able to, rather than having an intermediary of the city put in in order to placate Mrs. Scrivener.

Hon. Mr. Rhodes: I can't let that go by. That is not necessarily true.

Mr. Cassidy: You mean she's not placated?

Hon. Mr. Rhodes: I don't mean that at all. I think your remarks are not correct, Mr. Cassidy, on the grounds that I don't know how much research or work you've done on the DACHI project. I did spend a lot of time on that, and had a lot of discussion with a lot of people on it, and I think there's not much question that that particular project was in deep financial difficulty as a result of—

Mr. Cassidy: Your ministry's delay, sure.

Hon. Mr. Rhodes: No, no. In my ministry's not jumping up and throwing more public money after money that had been handled rather unwisely by a group of people who, by their own admission, were naive and had, in some ways, a minimal amount of experience in putting the project together and who had,

within their own operation, a considerable amount of conflict among themselves as to how the project was going. It got into financial difficulty, I think, from some bad information and advice they received that they had every good reason to believe to be good advice.

I think it's wrong to say what you said: I've asked for experienced management capability, such as the city of Toronto Non-Profit Housing Corp. I think that's a good thing for that project, because the project, I think, can go ahead as a result of that and be a viable operation and continue to provide the housing that both of us want to see provided. But it could not, I sincerely believe, have survived under the inadequate management. It's not someone trying to do something improper or illegal, it was simply a matter of a tremendous lack of experience; good intentions by the boxcar load, but ability really was minimal and they admit that themselves.

Mr. Cassidy: Well it could not have survived under the political onslaught launched by the Minister of Government Services (Mrs. Scrivener).

Hon. Mr. Rhodes: I think you are trying to make that a very high profile issue.

Mr. Cassidy: There is no question it was a high profile issue.

Hon. Mr. Rhodes: No, I don't agree at all. I think I had an opportunity to meet with both the pros and the cons of that one, more time with the pros than I had with the cons. I really think it's unfair to say the reason for the great delays was any political delays. That's just not so from my experience in the time I spent on it.

Mr. Cassidy: Well, you're obviously sincere in what you say. I find that very difficult to accept.

Hon. Mr. Rhodes: You find it difficult to accept sincerity?

Mr. Cassidy: No, I say you're obviously sincere in saying it. I find it difficult to accept that interpretation. None the less, I have to say from my observation of the enormous resources—I think they had Bob Macaulay appear on behalf of the adjoining ratepayers at the OMB, which was a related kind of thing and which affected the timing of your decision, I believe—that's using a sledge hammer to kill a cricket.

Hon. Mr. Rhodes: I'm sure the rest of the committee members don't want to listen to us debate the DACHI situation.

Mr. Kerrio: Right on.

Mr. Cassidy: Those Liberals are all the same.

I want to take up a couple of points that you make though, Mr. Minister. They may have had bad information. I will check out your statements about there having been conflicts within DACHI.

[4:00]

Hon. Mr. Rhodes: I have read the minutes.

Mr. Cassidy: Okay. What is certainly true is that in terms of community support there was overwhelming community support for DACHI, reaffirmed again and again and again.

The other point, though, is you say they were naive and they had minimal experience. I am prepared to accept that was probably largely true because that's typical of all the co-op groups across the province.

Hon. Mr. Rhodes: It's an area they need help in.

Mr. Cassidy: Well now, Mr. Minister, if I can make a representation to you, for the last two years your ministry has budgeted a half a million bucks a year for sector support funds and not a nickel of those funds has been spent.

Hon. Mr. Rhodes: You may be in for a surprise this year.

Mr. Cassidy: If I may be in for a surprise; I sure as heck hope it comes; but this year you have only budgeted for \$300,000. You budgeted less than what you didn't spend last year.

Hon. Mr. Rhodes: A lot of ministries have done that.

Mr. Cassidy: Well maybe, but some of the naivete and lack of experience is surely related to the fact that there has been no commitment, despite Housing Ontario/74, no commitment by this ministry in the past to build up that expertise and to ensure that as public attitudes change and the acceptance of co-op and non-profit housing increase, as it clearly is increasing among the public at large and among the innocent publics in municipalities, that the co-ops and non-profit groups will be there ready to fill the need.

There is learning that is going to be done this year and next that should have been done last year and the year before, and your ministry is certainly instrumental in being responsible for the fact that learning didn't take place.

You refer to funds going into the non-profit sector in line with their capacity to absorb it. But the capacity to absorb those funds has been limited by your failure to help, and co-operate with, the non-profit sectors in order to help build up its capacity. It is a chicken-and-egg kind of thing in which the ministry has an awful lot of responsibility and pulls an awful lot of strings.

Hon. Mr. Rhodes: I think you recognize, and you obviously aren't going to touch on it, that the case that you refer to in point, namely the Don Valley area, was one in which this ministry really had no involvement until it got into deep financial difficulty in its relationships with the agency they were dealing with. It came to us to bail them out. You know full well that the co-operative situation there was not a community sponsored project until it got into difficulty as a co-op.

Mr. Cassidy: Yes.

Hon. Mr. Rhodes: The difficulty it got into as a co-op cannot be faulted to my ministry, because my ministry was not involved. It was a straight matter of dealing between that particular co-op and Central Mortgage and Housing for the funding process.

Mr. Cassidy: Yes.

Hon. Mr. Rhodes: When they got into difficulty it was then they turned to us to try and get the community sponsored in order to get extra funding to help keep the rents down. That is when this ministry got involved.

Mr. Cassidy: Hold on. You are debating this now. When they began, the programmes on community-sponsored housing in this ministry designed to keep rents down didn't exist. They came and knocked on your door after it had been announced, and as I understand they were told: "Because your rents are too high you haven't got our support, therefore we won't give you our support."

At any rate, Mr. Chairman, to name one specific group which has been seeking sector support from this ministry, the Toronto Non-Profit Housing Federation is in fact being funded by CMHC right now on the understanding that there will be matching funding from the province. Maybe you have got a surprising announcement coming, and if so that will be welcome. Maybe your attitude towards co-operatives and non-profits is slightly more receptive than that of previous

ministers, and if so I welcome it. But I have to say that in the past the record of the ministry has not been particularly good.

I would say, Mr. Minister, that there has been enormous frustration even among your own people. The bureaucrats who of necessity must remain anonymous in this have just been doing their nut trying to calm down this group of people who are terribly anxious to get going out there, and to somehow get them to accustom themselves to the tedious pace adopted by the higher-ups in the ministry.

I won't speak on it at length but I would have hoped that your ministry and you, hoping to make your mark as a progressive minister, would be receptive to bringing into the province both a standard lease, and also rules comparable to those that have been in force in Quebec for many years, to ban the creation of adult-only buildings in the province. If it can happen in Quebec, which is a province which actually has a much higher proportion of rental housing than Ontario, it seems to me it can work here as well. In Quebec it's just a simple matter in the civil code where they say it is forbidden to a landlord to discriminate against a tenant or a prospective tenant because he has children, except where there would be overcrowding. I think that would be an enlightened reform that you, Mr. Minister, could bring in; and if you did your name would go down in history in this province as someone who made a real contribution.

Mr. Shore: It sure would go down.

Mr. Cassidy: I guess we know where the Liberals stand, eh?

Mr. Bain: Against children.

Mr. Cassidy: Against children, that's right, and against families as well; and probably against motherhood.

Mr. Bain: Did you get that?

Mr. Chairman: Order.

An hon. member: They've got a lot of things in Quebec that we don't want.

Mr. Cassidy: Mr. Chairman, I've touched on a number of things.

Mr. Bain: Did you get that on the record?

Mr. Cassidy: I want to come back to the questions of overall policy, and specifically again to the question of land. I suggested to you when you were making your state-

ment, Mr. Minister, that your treatment of land was not particularly profound. I have to say that I haven't got \$1.5 million or \$2.5 million worth of research in policy analysis, so maybe everything I will say will not be as profound as I would like it to be either. But if I could just throw one or two numbers at you, Mr. Minister, I want to make a completely outrageous suggestion, and one which I would not really be putting forward as what any government needs to be doing in the province, and that is that every housing start in Ontario this coming year is on publicly-owned land and that we manage to get housing starts back up to 100,000 per year for the next year or two in order to start to pick up on the backlog of housing that's needed for people in low and moderate income ranges.

Mr. Burkus and his researchers can come up with a number that would say what is actually the raw land cost, or the cost of the raw land which is consumed for 100,000 housing starts across the province. Taking the figures, though from the recent study which was published on changing the zoning requirements and so on, and taking a few other numbers and cooking them together, I would like to suggest that probably, on average, and taking non-urban as well as urban areas into account, the raw land is going to come in at less than \$3,000 per unit, on average; bearing in mind that the raw land cost for each apartment unit, for example, is far less than the raw land cost of building a fancy bungalow or even building a townhouse.

If every one of those housing units, therefore, was built on publicly-owned land you would be talking about an investment of \$300 million worth of public funds in land; public funds which would be rolling over very rapidly, because by the definition of this hypothesis I'm putting to you, this would be land that would be used up during the course of the current year. In other words, if Ontario were to use its credit, or use the budget for housing that happens to be greater than \$300 million this year, and throw it into land, it's possible for this government to afford to have a system of completely publicly-controlled land development in the province. I'm not suggesting it's desirable, I'm just suggesting that it's affordable.

Mr. Hall: What about housing on \$35,000 or \$40,000 lots?

Mr. Cassidy: Pardon?

Mr. Hall: Look at Malvern and the lots that are \$35,000 to \$40,000?

Mr. Cassidy: Yes; as I say, if you go back to them, though, the raw land cost in Malvern is running about \$2,000 or \$3,000.

Mr. Hall: It did, but the end result still that are \$35,000 to \$40,000.

Mr. Cassidy: We're talking about raw land, because as the minister points out in his statement, governments pay for servicing one way or another, and what they don't pay for, the ultimate purchaser pays for, so that's not in question. If you were to have that, though, you would then be in a position, among other things, to direct what kind of housing was being built and for what income groups it was being built, something you also seem to be saying isn't possible under the way things run right now. I've put that together just to indicate that at the extreme, the most extreme position, it is not unthinkable or not undoable if the government wanted to do it. Priorities are such that in fact no government would either do it or would want to do it, because you can achieve a great deal of influence on the urban land market for an expenditure of far less money than that.

Hon. Mr. Rhodes: You didn't break that down into acreage. I take it you're including everything, from all types of housing; from singles on up to highrise?

Mr. Cassidy: I'm talking in very broad terms here. Your people can bring forward some numbers. I am saying that the cost per unit of the raw land going into production this year is going to run around an average of \$3,000.

Hon. Mr. Rhodes: Per lot?

Mr. Cassidy: Per housing unit. You call it the lot, but I hardly call it a lot. That might be \$4,000, it might be \$2,500, but it is in that range.

Hon. Mr. Rhodes: Of course, you fellows wouldn't let us do that anyway, because you'd say we were using up good farmland to build them on.

Mr. Makarchuk: You're sitting on class 3 and class 4 land.

Hon. Mr. Rhodes: Supposing I build 100,-000 houses up in your riding. What are you going to do with them?

Mr. Bain: You build them and I'll worry about what to do with them.

Hon. Mr. Rhodes: You're sucking wind and you know it. You would be walking

by them saluting to ghosts. It's the same in my area too. Let's be reasonable.

Mr. Cassidy: It would be nice to see the housing and regional development policies of the province going in sync, which they aren't right now.

To return to this question of land, I thought the minister's statement was actually very interesting. When you talked about the value of urban land and why it rises and gave us a sort of short course in land economics—something which in fact is not often done—you pointed out that the public sector provides the servicing, which gives the first increase in value of a non-urban land site. The planning and zoning activities of the public sector can modify or enhance the expectation of increased value. Accessibility to the land, which increases the value of the land, depends on the public sector. The transportation facilities necessary to make new development accessible and the enhanced facilities closer to the core that normally accompany urban growth, are both provided by the public sector.

You go on to say that it is true that few urban uses can occur without public sector intervention. At this point, when I was reading it this morning, I thought my God, you must have a socialist on your staff who writes these paeans to the private sector. Of course there was a "but" at that point, and somebody high up in the ministry pencilled in, rather guiltily, a little kind of statement about the private sector and talked about the private choices of individuals and families which are also involved. Of course the fact is that the value comes from the public sector and the value is also created by a lot of private choices of individuals and families, who as you say are seeking a place of residence or seeking a place of business.

When you get to that private sector involvement, though, it's a whole lot of private people who are doing that and one has to ask why is it that the activities of a whole range of people—everybody who owns or buys a house, everybody who rents, everybody who does business in a shopping centre; all who contribute to that—are poured into so few pockets of so few developers and other people who control the supply of developable urban land? Why is it that value, which is created both by the public and by private activities, doesn't recoup to all of those individuals through the public sector?

You say that both residents and taxpayers have shared in the process of adding value to urban land; and I am saying, therefore why

shouldn't both residents and taxpayers share in the proceeds of that value?

Hon. Mr. Rhodes: The one thing you haven't said—and I don't know whether you are skirting it or whether you are coming to it—is you really believe, though, that no one should own land.

Mr. Cassidy: As a matter of fact, we've been thinking about this over the last two or three years. Bob Duffy was right. It is possible to achieve what we want, in terms of ensuring that those community values that keep on getting stacked up on the value of land go back into community pockets rather than private pockets, without actually interfering with private ownership.

[4:15]

I'll give you an example: When you sell a HOME lot and put a \$20,000 second mortgage, interest-free, on it, that is a device designed to ensure that the guy who buys the HOME house or lot from the government doesn't make that \$20,000 profit, which is the difference between what it costs you to develop the lot and what the market value of the lot happens to be. That technique, the use of covenant, the use of controlled ownership—at one point we called it Crown—hold in our party policy only nobody ever understood what the word meant—is part of a whole range of techniques which can be used and which we are using right now.

You've heard of the word "unbundling", it used to be used in the computer trade. There is a whole parcel of rights which have attached to private land ownership in the past. You could pass it on to your kids; you could build an outhouse on the back corner; you could hold a wild party until 3 in the morning as long as you didn't disturb the cops. That was okay. There were a number of other things like that attached to property. You were free to make a fat profit on it, through speculation or simply the appreciation of market value. We've unbundled a lot of the rights and we dole them out piece by piece.

If you own a condominium you own a piece of air, literally. You pay \$5,000 or \$10,000 for the right to own that piece of air and the section of building that happens to occupy it. If you are a tenant, under the recent amendments to the Landlord and Tenant Act, you have the right to security of tenure and you can live there for as long as you live as long as you remain a good tenant, with very few exceptions. In a sense, you have a lot of the security that people tradi-

tionally used to go to the private sector and to homeownership in order to achieve.

If you own a Home Ownership Made Easy house, you have a lease which you can hold in perpetuity.

Hon. Mr. Rhodes: There is one weakness, though, that bothers me. I know what your arguments have been as you oppose the philosophy of the second mortgage on the Home Ownership Made Easy land; the philosophy being that if a person moves in and gets a break at the beginning, they should sell the house and move out and that unit and the land should be available to someone else in the lower income bracket.

Mr. Cassidy: In the same bracket, relatively speaking, as the guy who moved in originally; sure.

Hon. Mr. Rhodes: Right. The only weakness in that—or a very distinct weakness in that—is that if the person has lived in that house all of that time and now finds himself or herself in a financial situation to move out and go into something else, over the years while they lived in that place there has been an appreciation in the land, if you will. The person moves out and in order to get even comparable accommodation somewhere else, they will not realize enough return out of what they have been putting money into, in a lease form, for the last 10 or 15 years. They wouldn't realize enough money out of that to acquire the next location. You want to have the domino effect, that no matter where they go they're going into a lease situation.

Mr. Cassidy: Not necessarily.

Hon. Mr. Rhodes: How are they going to afford to go into it? Land has doubled in price and you know it has.

Mr. Cassidy: To begin with, they buy a HOME house for \$20,000; five years later it's costing \$25,000 to build the same house. It's reasonable that they can sell their house for \$25,000.

Hon. Mr. Rhodes: The house, but what about the land?

Mr. Cassidy: As far as the land is concerned, in market terms, there can be quite a substantial increment in market value and the question you have to determine is how is that going to be split. Does 100 per cent of it go into public pockets or does a part of it? Do you allow a part of it to go into the pocket of the person who has been living there for five years?

I don't know, but right now you allow all of it to go into private pockets and that's wrong. That frustrates and is bound to continue frustrating your housing policy. As long as you continue to have such a large market sector in your housing policy you won't succeed in ensuring that all income groups in the province get a reasonable supply of housing, and that's that.

Hon. Mr. Rhodes: You've just reversed the argument you used, as it related to Ontario Housing tenants a few moments ago, about not being able to get ahead. You've just turned it right around, because you're talking about the Home Ownership Made Easy programme as opposed to OHC tenants. You told me, not half an hour ago, I think—

Mr. Kerrio: An hour; about an hour-and-a-half.

Hon. Mr. Rhodes: —that OHC tenants are never going to get ahead because we keep increasing, you say, the percentage of their rents.

Mr. Cassidy: Yes.

Hon. Mr. Rhodes: Let's say that's valid.

Mr. Cassidy: Yes.

Hon. Mr. Rhodes: But you have just turned around and said to me that you don't want somebody who has bought a home unit, you don't want that person to have an opportunity to make any capital gain, if you will, so that they can move on to something better or something more expensive, because they can't make any capital gain; whereas everybody else can. You've turned it right around.

Mr. Cassidy: People can have a choice, Mr. Minister. If they want to go into the private sector and build for capital gains, that's fine. If you think that capital gains are the best form of building a housing policy in the province, so be it.

Hon. Mr. Rhodes: No, no—

Mr. Cassidy: That is the kind of policy you have been running over the last few years. You have allowed houses to double and triple in value, and they are on a bloody escalator.

Hon. Mr. Rhodes: I didn't say that.

Mr. Makarchuk: Mr. Minister, you have been confusing a few other things as well. If you have a second mortgage arrangement, for example you have a \$20,000 mortgage, this mortgage will go into the public sector, when and if the person sells. But don't forget

that the increase, the appreciation of the land over and above that portion, can return to the individual who was living in that property the same as the appreciation in the value of the home. What you are concerned about, shall we say, is that the advantage you gave him initially, which was at the public expense, that the public gets that in return.

Mr. Cassidy: Let's look at it this way, Mr. Minister.

Mr. Makarchuk: Instruction, Mr. Chairman.

Mr. Chairman: Mr. Makarchuk is out of order. Do you want to continue, Mr. Cassidy?

Mr. Cassidy: He was quite out of order, Mr. Chairman.

No, let's put it this way Mr. Chairman: Suppose somebody buys a HOME lot and the price is \$20,000 below market value. They have a tremendous advantage right there, and in four or five years, if their income behaves the way they hope it will be, that house becomes more and more affordable. Therefore they are paying off the mortgage, they can accelerate the payment of the mortgage and build up capital that way. They can stay in that house and pile up equity, because they are not being driven to the wall by the need to keep up with the cost of a house at market values.

So there are lots of ways in which they are advantaged, and their situation improves in getting them out into the market.

The timing, if they chose to go into the market, is completely up to them. They are not trapped in any way. All it ensures is that you do create an increasing sector of non-market housing, rather than a decreasing sector of non-market housing; because that's your policy right now.

We suspect that the whole land policy is so central to this that it has got to be examined very, very closely. We suspect the techniques have got to be invented, and we have talked about some in the last half hour, by which the public contribution to increases in urban land values should go into the hands of the public and not into the hands of developers, or into the hands of a few isolated individuals.

We suspect that it's necessary to control the development of urban land; you need that in order to ensure that the community goals for development are met. The minister may remember my reading last day from the statement of the goals and objectives of the Treasurer (Mr. McKeough). There was the specific statement that it's not good enough to let the market determine the allocation of

land; there are social priorities, and these have got to come first. But you can't do that without a great measure of control of the development of urban land, and that includes a very large measure of ownership.

We also suspect, Mr. Chairman, that a great deal of the competitive nature of the building industry, I say this to the Liberal critic, which helped to ensure reasonably-priced housing in the past, has been driven out because of large corporate holdings and the co-operation the government has given to large land developers; the inability of the small fellows, who wanted to build 30 or 50 houses a year, to get an adequate supply of land at reasonable prices. They got the worst sites. They had to be content with the worst sites at the highest prices. They get the crumbs, and if the fellows who control the land come to a view that they shouldn't market too much this year, they'll simply shut off the supply and the small builders have to go and lick their wounds and try to find something to keep their crews together until the market turns around again.

Mr. Hall: I think that's another one of those statements on which I can certainly agree with you in part.

Mr. Cassidy: Okay; I'm pleased the Liberal critic, Mr. Hall, is agreeing in part. It seems to me that there is clearly room—I don't dispute it—for a partnership in which the public does not lay every brick and control every stone and that kind of thing, but where an enormous amount of the implementation of housing policy should, in fact, be decentralized to non-profit groups, to co-operative groups and to the private sector.

That's not the way it's gone under this government. I won't say under this minister, because you haven't been around long enough, but certainly your forebears and predecessors have been very chummy with the big private developers and have had very little time for the small fellows, who've been driven, increasingly, to the wall.

Mr. Chairman, let me conclude by getting back to the financing of this particular ministry. I think I've got some notes here. I would hope that between now and Wednesday we could get a detailed explanation, including a statement, of where you fell short by \$57 million in spending last year's allocations. It's not in the documents here, I presume, because it happened rather late. That would be very helpful to have.

Secondly, I think we're going to be talking about some specific cuts. I would suggest to the minister that he be prepared to defend

his communications budget, because we can find \$306,000, or 25 per cent of that budget, which we feel ought to be cut; and if the minister is approaching these things in the spirit of restraint which his government has been advocating, I'm sure he'll support our efforts to get that particular cut.

I would like to suggest that it might be possible to find some cuts in the administration budget of the Ontario Housing Corp. as well. Since we have no information to work on I'm flying rather blind, but I'm going to suggest some of those cuts. I would be very interested in having detailed accounts of where the money goes for the Ontario Housing Corp. in order that the cuts we propose might be better directed than what we may come up with in these estimates on the basis of information which has been tabled up until now. Thank you very much.

Hon. Mr. Rhodes: Mr. Chairman, I just want to read this item. I wonder if perhaps Mike has read it. It says in part:

The tight housing market is not going to go away unless there is a concerted effort to bring new stock onto the market. There is a dilemma between the high cost of housing and affordability. Somehow costs have to be brought down so that new housing is available to more than 10 per cent of the buyers in the 25 to 34-year age group, and used housing is available to more than 20 per cent of that age group.

The only way we can see that happening is if the aspirations and expectations of people are modified, if municipal standards are revised, if the building industry becomes more innovative so builders can come to the municipalities with different kinds of subdivisions and land use plans. I think higher density has to be one of the answers. Central Mortgage and Housing Corp. is going to have to modify its lending position.

Would you disagree with any of that?

Mr. Cassidy: Not particularly, no. As Mr. Hall says, I would agree with you in part, but there is more to be said. It's significant that your statement in the introduction of these estimates talked not at all about the question of rental housing—not at all—and talked not at all in terms of numbers. You may have been wise not to talk about numbers when your predecessors have fallen on their faces many times, but you didn't talk about that at all; and not at all about land, which is so central to the whole thing.

Hon. Mr. Rhodes: Everybody who talks numbers can fall on their face. With respect, your leader has done that on a couple of occasions, speaking in numbers and falling on his face. For example, he talked about—

Mr. Cassidy: I thought he was doing very well, as a matter of fact.

Hon. Mr. Rhodes: You mean in falling on his face?

Mr. Bain: Which numbers?

Mr. Cassidy: I think you had better back that one up, Mr. Minister.

Hon. Mr. Rhodes: Yes I can. For one thing he said we would never reach 60,000 starts in the Province of Ontario in 1975.

Mr. Cassidy: You would never reach 60,000?

Hon. Mr. Rhodes: He's on record as saying that. There would never be 60,000 starts in Ontario in 1975.

Mr. Cassidy: There wasn't; there were more.

Hon. Mr. Rhodes: That's right. He said we'd never reach 60,000, so we all take our little tumbles. By the way, the fellow who made that profound statement was Saul Miller, the housing minister or Minister of Urban Affairs for the Province of Manitoba.

Mr. Cassidy: Good for him. Okay; we've got very good people out there.

[4:30]

Mr. Bain: So that's where your policies come from?

Hon. Mr. Rhodes: That's recently, very recently.

Mr. Chairman: Mr. Hall.

Mr. Hall: With the minister's indulgence I'll make a few remarks. I wish to commend you on your opening statement. Your approach of a broad opening statement is constructive and helpful.

On Friday I was frightened by its thickness and its length, but then I heard Mr. Cassidy's opening remarks and he makes you look very brief. I'm pleased to see that your liberalism still shows, that an element of fairness and open-mindedness is present.

Mr. Cassidy: If you meant to attack us for being socialist you have your script wrong.

Mr. Hall: When you say "I welcome the observations of members on the approach" I

really believe you mean it. The approach is great; I hope the content is as good. I haven't read it all, I was rather busy over the weekend myself. I hope the attitude expressed will be reflected throughout the personnel in your ministry.

In passing, I want to mention the co-operation of one particular person I've met with recently. Mr. Milt Farrow, who gave me several hours on a pleasant Saturday to assist with a municipal problem in Grimsby when he could have been doing other things, and who on other occasions has tried valiantly to explain perverse and conflicting ministry policies for me.

Many of the statements in your opening remarks were points I raised in the estimates last fall and it does give one some small feeling of hope for improvement in the future.

Mr. Cassidy referred to the "golden horseshoe," and whatever the original connotation implied, it's still fitting because everything now costs so darn much and because all the action is enclosed in a rather contained area; the rest of Ontario, in my mind, is somewhat outside the pit. For 33 years your government has exercised the control. It's had its hands on all the levers, by its subdivisional approval systems, by its means of official plans and by regional government. It's had lots of money, at least it hasn't expressed too much concern with budget deficits. So your government has to accept the large measure of responsibility and can't charge too many deficiencies against the federal government or some other agency.

With his progressiveness, I really feel the minister will have to fight with his own cabinet to establish proper priorities for his ministry. An adversary approach to the other ministries is every bit as important as a dialogue with municipalities and with the federal government. To me, so far I haven't seen any real sense of priorities for housing in the whole mish-mash of demands that are put upon us.

Planning power rests with TEIGA and I don't know how much input the Housing Ministry has. I sometimes wonder whether you have to take what's left as your parameter, after all the other decisions are made. I'd be willing to bet there are more policy disagreements on land use and housing in the cabinet than there are right here in this estimates committee.

I have to wonder what new initiatives are being taken to solve the shortage of rental accommodation. Rent review isn't the long-term answer and you know it. Yet we're

going to go down this path, and so far no great changes seem to be surfacing.

Some of these ideas are my own opinion, but I have to wonder whether you're satisfied that the 20 per cent land transfer tax on foreign ownership of an apartment building was the right decision. Owning a building is an investment; but the owner can't move it, he can't lay off workers. He has to abide by all the regulations and building standards because they pertain to the property itself and to the land, they don't pertain to the owner. I think that to solve this problem, somehow, we have to make strong efforts, by consultation with other groups, by observing initiatives elsewhere, by talking to the building industry, to create more units in the private sector, because I don't believe the government can do it. I don't think the money is there, I don't think the incentive is there.

I have a quotation here from Dr. Frank Clayton, who is a Toronto economist:

The root of the housing difficulties in the Toronto area is the inadequate supply of serviced land. If the cost structure of housing in Toronto is to be reduced, or at least kept from rising rapidly in the future, improved ways to provide basic sewer services to undeveloped fringe land must be found.

Cost is not really an important consideration. The inadequate supply of serviced land has already cost home purchasers a phenomenal amount; and conversely, provided large windfall gains to some existing homeowners who are moving out of homeownership. If it is conservatively estimated that the relative shortage of serviced lots has increased the cost structure of housing by \$5,000 per unit in the last three years, the added costs for Metro Toronto house purchasers would total some \$630 million for new houses only.

Continuing research into more efficient methods of constructing houses and experimenting with land use concepts such as zero lot lines should be encouraged. However, such endeavours are not likely, in my opinion, to have a substantial impact on house costs in the Toronto area. This can only come about by flooding the market with serviced lots.

This artificial added cost to purchasers, I think, is understated by Dr. Clayton to a large degree. I think it has been considerably more than that, certainly if you take it across the province.

And it is so despairingly counter-productive. The income of the people of Ontario at any given time is only so much, and if an increasing, out-of-proportion amount must go for shelter, this government will not be able to collect taxes to do the necessary good works it has to do. The government at any time must put its money in the right place to make our economy work.

We keep saying money spent to service land is the best investment. If more land is serviced than is necessary for utilization each year, speculation will cease and land costs will stabilize. People will have more freedom of choice as to where to live. Competition will increase and costs will be kept in line more easily. People with lower incomes may finally have a chance of homeownership.

You have made some suggestions on urban development standards and I congratulate you for doing it. I think it is a good first step. I have to wonder whether you have had any discussion with the municipalities to encourage the adoption of these standards.

The book itself won't do it. Some time or other you may have to find some maximum level beyond which you will have to tell a municipality it can't demand compliance, over some maximum level.

On page 59 is an item which disturbs me. It says, "In order to convince many municipalities of the advisability of reducing standards further, studies of the impact on municipal economics may be required."

It's the first paragraph. In my opinion, the economic study referred to there should have been done first. To say that it may be required in the future is completely wrong in my judgement. We said last fall that the adverse costs of new housing are the biggest stumbling block—one of the main reasons for defensive high standards of servicing or for defensive zoning.

I suggest we must find out how we can help these municipalities because of the burden of the new houses. It is their prime responsibility to protect the taxpayer who lives in the community and not the person who has not yet arrived. Maybe we will have to break some new ground. I think a better assessment distribution merits your consideration. You may have actually to look at some income tax sharing. If housing is really important, if this is the goal, I have to suggest that you have to take a look at seeing whether some of the money shouldn't go to make the municipality able and willing to accept more people to come into its midst.

Concern is expressed that savings from your modified development standards would not be passed on. Active competition would see to it that savings are passed on. As Mike has said, over the past 10 years or longer, development and house construction business has fallen into fewer and fewer hands, to larger corporations. Where many years ago lots were available, and a small business could operate, the long approval process, the need for lawyers and more technical expertise on everything they did, gradually made it too chancy for small builders and they got into the hands of larger builders. They got into the hands of publicly-financed companies in many respects. You know some of them who are operating in Canada now. Wimpey, for example, is a world-wide corporation.

However, I still claim that flooding the market with lots—not flooding, but having more on the shelf than are going to be utilized in any one year—will put the situation back to a competitive approach. It will mean that the developer of the property will not be able to sit around with that serviced land and have money buried in the ground. He will be selling lots and, hopefully, more opportunities will be created for smaller builders, who won't have to be land owners to be builders, to enter into the field. This matter of just giving more serviced land, putting their money there, is the crux of the matter, in our judgement.

So I say we have to find more ways to create competition, because in recent years everything has gone to reduce competition. In my judgement, profit is not a dirty word. It is a rather desirable thing if you want incentive or hard work or investment. Profits are subject to pretty high taxes and they roll right back to the government, which keeps this whole thing going. I don't feel the people of Ontario will ever buy Premier Ed Schreyer's recent NDP pronouncement that the top man, the risk taker, the responsible one, the initiator, the one who wants security, the one who worries about a thousand problems to keep a plant going, is only going to get two and a half times the wages of the lowest worker.

Mr. Cassidy: Do you mean the monopolists and exploiters?

Mr. Hall: If you want to take the top two or three per cent; I am talking about the whole structure. If you want to defend that one, boy, you're going to have a lot of fun.

Mr. Bain: What about the workers? If it wasn't for the workers you would never get anything. You capitalists would be left sitting on your money.

Mr. Makarchuk: This country has a real list of risk takers, starting with the CPR, as a matter of fact. That was quite a risk at the time.

Hon. Mr. Rhodes: You are right on. But where is the worker going to work if someone doesn't put up the capital?

Mr. Makarchuk: Who paid for it?

Mr. Hall: Somewhere in the minister's statement he said the high cost of resale housing was an important cost factor for new homes, and I think in that sense your economics are mixed up, because the beginning point is the price of new houses, which sets the market cost for resale homes; it is not the other way around. The market cost of retail homes would never have soared had there been ample opportunities to purchase new homes at best prices.

We will be looking into more of these concepts and explanations as we get into the details of the estimates. I am going to try and cover the whole thing here today.

I want to look at your remarks in more detail, Mr. Minister.

There are two or three things I want to touch on. On page 3 of your statement, in the last paragraph, you say:

In addition, interest-free loans to cover the provision of major sanitary, storm and water facilities will be made to area and regional municipalities, and grants for housing, engineering and planning studies will also be continued.

We are facing an experience in our municipality right now where, having gone through sewage planning with the OWRC and the regional government, planning the construction of treatment plants that serve several communities and trunk sewers, we thought we had an understanding with the Ministry of the Environment to finance the installation of local sewers on several group projects totalling several million dollars.

Recently this has been cut back by the Ministry of the Environment because of the restraint programme and we are not being permitted to go ahead with the local sewers under the financing that had been agreed upon in this year because of the restraint programme. I wonder how that experience, which has taken place in the last month or so in his ministry, permits this to be included

here where you say that interest-free loans to cover those things are going to be available. I assume you mean it is going to be available this year?

Hon. Mr. Rhodes: Yes. I have one question to ask though. Could you define for me what you interpret as local services or local sewers?

Mr. Hall: They are like sub-trunks.

Hon. Mr. Rhodes: I stand to be corrected, but I don't believe the former OWRC or the present Ministry of the Environment ever funded what you, I think, have referred to as local servicing. I think OWRC, to the best of my previous experience in municipal life, did in fact fund, as does the Ministry of the Environment now assist with funding, the development of sewage treatment plants and major trunk sewers; but never the local servicing.

Mr. Hall: This isn't your average street I am referring to, Mr. Minister. I am referring to a circumstance where to get feed to a new sewage treatment plant, the trunk runs to the left. You need a southerly line to feed into it, and certain sub-pumping stations. This was part and parcel of the whole treatment system. Now we are going to find that we have a brand new plant that we are paying for but we don't have sufficient inflow to it and therefore not sufficient clients to spread the cost over it. I am sure you are straight when you say this is your desire, but I have to say that here we have this other ministry that is cutting back.

Hon. Mr. Rhodes: I don't want to mislead you at all. This particular reference that you are talking about on page 3 is in the OHAP areas—those areas of the province have been designated for OHAP funding. I don't believe your area is—

Mr. Hall: That was not stated here.

Hon. Mr. Rhodes: I was talking about OHAP. If you go back on page 3, you will see that I am referring to the Ontario Housing Action Programme. Perhaps it is not as clear as it should be, but it is only for the OHAP regions.

Mr. Hall: With the degree of delay we have had in the Niagara region, I would call it the mishap area and not the OHAP area.

Hon. Mr. Rhodes: That's possible.

Mr. Hall: Nevertheless, on page 5 you mention the Ontario downtown revitalization

programme. I have so many towns in my community and I am quite excited about it. I asked my secretary to obtain copies of the detailed plan, and I have five more copies of the newsletter in which I found the reference to it in the first place. On inquiry, I find that the details aren't yet in place.

Mr. Makarchuk: They are not revitalized.

Mr. Hall: They are put in here. If you are going to do this, I would like you to do it soon because it could be of great help to a lot of small communities. When would this be forthcoming?

Hon. Mr. Rhodes: We have just received approval to carry out that programme very recently, and we are in the process of putting the thing together. Some of the details have yet to be worked out but it is a programme that will be coming on and will apply to the small municipalities. We are talking about 100,000 population and less.

The programme will be put together. I don't think we are going to be too long doing that because there has been some preliminary work done in the particular branch of the ministry that is interested in this. We have just received the final go-ahead to carry on with this programme and the preparation of our materials for budget.

Mr. Hall: Specifically, I do want to ask you if there are any other Management Board orders for funds in your ministry in addition to the \$25.5 million authorized Jan. 20 last for the first-time home buyers grant programme. I want to ask the minister why this \$25.5 million is not reported in these estimates or shown by way of reconciliation. I do believe your figures show your supplementary estimates, which we sat here and passed, of \$6 million on the reconciliation statement, but the \$25.5 million which went to your ministry from the Treasury Board does not show up.

We had some problem with the reconciliation of figures last fall, and I understand that this has occurred in other ministries. I would really like to know what your opinion is of a procedure by which large amounts of money can be obtained without legislative approval or even being shown at this late a date on the presentation of estimates. Where is the accountability? Where is the propriety of such a situation? If it happens here, where else does it happen?

Hon. Mr. Rhodes: You have got me a little bit confused as to what you are referring to.

Are you referring to the 1975-1976 estimates or the 1974-1975?

Mr. Hall: I am referring to the 1975-1976 estimates. You show on your summary of the home buyers grant for the 1975-1976 estimates \$61 million, which is the \$55 million approximately, plus the \$6 million you had in your supplementaries. Where is the other \$25.5 million? You show \$6 million down in your reconciliation statement but you got that after you got the \$25.5 million.

Hon. Mr. Rhodes: The \$6 million was what we dealt with very briefly in our supplementary estimates earlier this year or maybe some time late last year. The \$25 million that you were referring to is what we talked about last year as well, or somewhere in one of the estimates I have got of this committee, in which we talked about Management Board orders.

I think this is a point that was raised originally by the member for Wilson Heights (Mr. Singer) last year. These are Management Board orders as related to the first time home buyers grant. This \$25 million would not show in our estimates for this year. We are dealing with the 1976-1977 estimates.

Mr. Hall: I am not asking for you to show them in this year's figures. You have got \$23,567 million in there this year, but you don't account for last year. You spent \$25.5 million more than you show and you don't reconcile it. You have to realize the importance of this. You can't go on year by year spending more than you show and never accounting for it.

Hon. Mr. Rhodes: It is the same thing that was asked in March of this year or earlier than that. When we dealt with supplementary estimates, we discussed that subject at the time. I think the explanation I gave you at the time is still valid now, and when the House is not sitting the expenditures are approved by Management Board order.

Mr. Hall: I understand the approval of it. I am asking for the listing of it or the reconciliation of it.

Hon. Mr. Rhodes: It is reconciled in the public accounts statement.

Mr. Hall: What is so bad about putting in your Housing statement where you got the money? It distorts the cost of the programme; it just doesn't reflect it.

Mr. Crosbie: Mr. Chairman, my understanding of the figures that the committee

have before it in the estimates are that those are figures that are approved by the Supply Act. They historically have not included Management Board amounts. As to why historically they have been left out and why you don't have some note as to Management Board orders, I can't really give you an adequate explanation.

Mr. Hall: It is understandable that you can't get everything you need when you underestimated the amount of the programme and you got a lot more applications than you bargained for. You have to have money to live up to your commitment and pay the money.

However, don't you feel that you have to finally seek legislative approval or committee approval or accountability for those dollars? Otherwise, you would be best to shut the House down for longer periods and run it all by Management Board orders.

Mr. Cassidy: That's what they think they are doing, as a matter of fact.

Mr. Crosbie: The answer to the question of legislative approval is that there are legislative provisions under which the Management Board orders are issued now under the Financial Administration Act. As the minister has stated, the reconciliation does occur in the public accounts at the end of the year, so we are carrying out an established legislative procedure.

Mr. Hall: My question was, and it was phrased purposely this way: What is the minister's opinion of an arrangement like this? Don't you think it can be improved for the edification of all of us as to how much is going into Housing?

If you are familiar with this Management Board orders circumstance, Mr. Minister, in total for the Ontario government for the year, how much, how many millions, go this route? There are \$25.5 million in Housing. What is the total total?

Hon. Mr. Rhodes: I have no idea.

Mr. Hall: It is kind of frightening, isn't it?

Hon. Mr. Rhodes: No, it doesn't scare me. It is apparently within the legislative capability to legislate it.

Mr. Hall: Mr. Chairman, could I ask a question of clarification? I understand that the government works on the principle of programme budgeting, that each programme is accounted for. Is that the basic principle?

Hon. Mr. Rhodes: Yes.

Mr. Hall: Well, the point of the question we are trying to get at, it would appear, is that the reconciliation of this programme is not accurate because of the procedure that has just been described. That is really what we are trying to get at.

Hon. Mr. Rhodes: I can't answer your question. I don't know whether it is a good idea or a bad idea. I don't know.

Mr. Hall: Would you be willing to undertake to pursue this matter and find out whether, in fact, it is being properly done?

Hon. Mr. Rhodes: Yes, I thought we had done that when the point was raised last year. Mind you, I think it is a different set of circumstances. We were talking last year about different figures that appear in the estimates book. That was the point that Mr. Singer raised, I think, when we dealt with our estimates the last time. This is a matter of Management Board orders for an extra \$25 million, which is different from the last one.

I will look into it to see if I can find that a reasonable answer has been found.

Mr. Crosbie: Mr. Chairman, on page 76 of the information you have, having regard for the fact it was not indicated in the historical estimates document, we put a note in that there had been supplementary estimates and the Management Board approval. By that method we attempted to provide the members with the information as to what the total expenditure in this programme was.

Mr. Hall: I appreciate that and I am glad you have drawn it to my attention. I would only hope that it enters your total, which it now does not do.

Mr. Crosbie: It does, sir. The point I was trying to make is that historically the estimate statement, the printed material, goes in the estimates. It does not include these MBO—these Management Board orders. So that's why we have indicated that as a separate amount.

Mr. Cassidy: With great respect, I think that Mr. Hall has been very gentle on you. That information will not get out to 117 members of the House because they won't see it. The public accounts do contain it, but they don't get published until January of 1977.

[5:00]

Hon. Mr. Rhodes: I think we can continue to discuss this, but we will get little or nowhere on it. The difficulty is that the estimates are prepared within the procedures that are laid down, as I understand from what has been said, in compliance with the Act. If there is something wrong with that Act, something wrong with the procedures, then we will have to look at them.

Mr. Hall: I would ask you now then, are there any other board orders that show figures that we are not aware of?

Hon. Mr. Rhodes: There is a transfer of money to us or costs to us I guess, local planning policy and Planning Act review came from TEIGA to our ministry, which amounted to \$1.091 million.

Mr. Hall: Is this in January too?

Hon. Mr. Rhodes: And there is OHAP interest, \$240,000. That would be it. That first figure should be Planning Act review, \$1.091 million, and OHAP interest, \$240,000.

Mr. Hall: Fine, then that clears it up, plus the \$25.5 million.

Hon. Mr. Rhodes: In the \$25.5 million, home buyers grant fund, there is \$403,000 as well that is involved in its administration.

Mr. Hall: In addition to the administration charges in the supplementary estimates?

Hon. Mr. Rhodes: No, it was not. It would be in addition.

Mr. Hall: With my limited knowledge of public and private companies, if they said, "We will tell you shareholders next year about these millions that we spent this year," I don't think it would wash too well. I consider myself a representative of the shareholders of Ontario when I discuss these and this is why I feel that it should be put together, Mr. Minister.

Hon. Mr. Rhodes: Your point is noted.

Mr. Hall: The Treasurer in his budget speech estimated 82,000 starts this year. I wonder how this was arrived at.

Hon. Mr. Rhodes: Mr. Chairman, I just want to get something clear. Are we now started on the discussion of item 1?

Mr. Hall: No, I am not finished yet.

Hon. Mr. Rhodes: Rather than you and I getting into a debate on specifics—

Mr. Hall: I don't want to get into debate, I just want to outline some points that I have intentions of discussing with you.

Hon. Mr. Rhodes: I didn't know whether you had terminated your opening remarks. I wouldn't think so.

Mr. Hall: The concern of \$25.5 million is a broad general concern.

Hon. Mr. Rhodes: I am not faulting that but your next point was a question again and I just wondered.

Mr. Hall: Yes, well, I have lots of questions sooner or later, but I am not going to make a broad opening statement. I am just about finished.

I want to point out to you that we want to find out how this is arrived at, and the reasonableness of it, and we would think that the use of such figures should have a basis in fact of prognostication.

I want to know whether your ministry is forecasting—and I am speaking in a general context here as an opening statement—do you know as a ministry what the family formation situation is in 1976 in Ontario and the number of families waiting for subsidized accommodation or for senior citizens' accommodation? What is the measure of the housing need by those special groups and by income groups?

In effect, are you developing accurate measures of what the need is in this province, or is it on an area crisis demand situation as it occurs that we must respond to? I do feel the time has come in a developing and progressive ministry that you are going to have to get into this accurate measurement. I make it as a suggestion at the same time as I ask the question: How are we going to do it?

I have a lot of other quotes and material here that I think I will save until we get into the detailed items on the statement and the budget items themselves. Unless anybody else wishes to question what I have commented on, I am through.

Mr. Chairman: Did the minister want to reply?

Hon. Mr. Rhodes: Just very briefly, because I think all of the points that have been raised by Mr. Cassidy and Mr. Hall are points we will probably be discussing in some detail as we go through the specific votes.

There is one area I would like to touch upon and it is one of the points that Mr. Hall made concerning what I think he re-

ferred to as an adversary position with the other ministers as opposed to other government levels. I am not going to disagree with that at all because I would think for a goodly part of our activity we are perhaps in not an adversary position, but we do have differing opinions on occasion with other ministries.

When you talk about the servicing of more land and of getting more land on the market and creating a greater number of lots, I might just for a moment touch upon an area that gives me some concern.

Government buys a parcel of land back in the 1950s, the purpose being that in time this land would develop and would become a residential area providing some of the amenities required in that. Land all around it develops one way or the other and becomes serviced over that 20-some-year period. Then the government agency, in this case Ontario Housing, decides to go in and develop the land and makes land available in the site to municipal agencies, school boards in particular, and for parks, which is only proper because it is going to be putting houses in there.

It would like to go in and develop the land for 700 to 750 housing units—and I would draw this to Mr. Cassidy's attention—for those who by our standards I suppose we would call the moderate to low income group, but certainly moderate. Then it finds that what has happened over a portion of that 20 years is that there has become a new awareness, if you will, of environmental considerations, which we don't all disagree with. Suddenly you find yourself faced with a tremendous cost that you never anticipated you would be faced with.

Conditions are imposed upon, in this case, an agency of the government as a developer. When you look at them you really aren't in a position to say, go ahead and spend the money. You are better off to say you are sorry, you just really can't afford to spend that amount of money in this particular area because of the new attitudes, if you will, and new desires of people who are in the community, none of these same conditions having been imposed on the developments that have taken place around the land that were developed earlier. Really we are faced with holding a large tract of land, not really thinking it is economically viable to develop it, for the purpose of providing that land for, in this case, those of moderate income. We do have these problems.

It is not an adversary position because the condition being placed on us in this particu-

lar case I am referring to is not only an attitude of a particular ministry of government. It is an attitude of the people who live in the area; an attitude of the municipal governments in the area; an attitude of other agencies of governments in the area, besides the ministries. These are some of the problems we face when you say get more serviced land on the market and more lots on. Sometimes, we just run into a place where it is not that economically viable for us to do it.

Mr. Hall: Don't misunderstand me. I am not suggesting that the government owns the land it services. I say make the servicing available to take the heat out of the land market by reason of the factors of competition. If you provide sewage treatment facilities and trunks on a broad base, there would be more people in the market certainly in terms of house building itself.

The speculation on where development is going to go in any given area and the precious zoning concept game which everybody has been playing will be defused. I say that even though it sounds as though you are spending a lot of money, it is cheaper money than having this artificial inflation in the cost of everybody's house.

Hon. Mr. Rhodes: You misunderstood. I didn't mean to suggest that it should be government-owned land. I use that as an example because I am familiar with it.

In this particular case, forget the fact that it is government-owned. Let's deal with it as a developing agency. In this case, the developer is OHC. It could very well be the Hall/Rhodes Corp. which would be going in and attempting to develop this land, only to find that conditions which have been imposed upon us as developers or any developing agency—government or otherwise—are such that it is no longer economically viable to construct the type of houses you would like to put in there. The conditions are imposed by agencies of government, municipalities and, in some cases, just general neighbouring residents who insist that these sort of things be done.

We do have people who would like to bring land on. I heard the comment made earlier, for example, that developers hold land off the market. I can assure you I have had great numbers of developers come and say, "Let us get this land on the market. We don't want to hold it. We want to get it on the market." But they are held up, some of it as a result of—well, any number of things.

I don't want to be accused of pointing the finger at any particular group or agency or

government. Sometimes we are all involved, at all levels, in some of the requirements. I think it is wrong to say that these fellows want to hold this land off the market. I don't think they do. I have had them in begging to let them get it on the market in cases where they are prepared to put in the services themselves.

Mr. Hall: This is where part of the adversary approach, relative to the different walks of our society, has to come in to play. If you are going to argue for the production of housing, you have to argue along your lines to the exclusion, I must say, of the environmentalist who will also be doing his arguing. You can't argue 10 positions at once. I say Housing should argue for more housing production and the other fellow will argue for his point.

Hon. Mr. Rhodes: Follow me around some time.

Mr. Hall: I say to you that the need for housing as it affects the social lives and the social circumstances of the future of all of us is a high priority, as much as the quality of the environment it is going to take place in. There is no sense in having the purest environment if our people aren't properly housed and our children can't be brought up in a satisfactory area at a cost the adults can afford. The decisions have to be hard-nosed, I agree, but housing, as one single ministry, has to fight for its goals as opposed to these other ministries which are taking their positions. That's the stress that I want to place. [5:15]

Hon. Mr. Rhodes: The only thing is, I don't want to beat my mother, not in public. If I go down into the Kitchener area, for example, or in many areas of southwestern Ontario where do I build these houses? There is a demand in these areas. Where do we build them? The minute we start to talk about an area as a good spot for a subdivision or development of land, we find that it is, in fact, good agricultural land. Thank God for it. If you try to add a subdivision for example, around Kitchener or Waterloo or Guelph or these areas, there is good agricultural land. That is the opposition and for me or you to stand up and say: "I don't care whether it is good agriculture or not, we are going to build houses anyway—"

Mr. Hall: Now you are dragging another concept into it.

Mr. Makarchuk: I'm not sure. I think if you look in that area, you will find out that

there's a lot of grade 3 and 4 land mostly eskers and glacial deposits and so on. So it can be used for housing and you have got property that you—

Hon. Mr. Rhodes: I am sorry. You want to talk with Natural Resources then.

Mr. Makarchuk: No, no, I am just talking about the fact that you say all that housing is going to go into good agricultural land.

Hon. Mr. Rhodes: No, I say it isn't going to. It probably would be required for—

Mr. Makarchuk: Not necessarily, no. I think this is one of the problems of your whole housing policy. In fact, you are sitting in Brantford on 1,000 acres of about class 3 and 4 agricultural land on which you have been sitting for a long time. There are areas around Cambridge of a similar type of land, class 3 and 4, that's either dug up in gravel pits or is half-used gravel pits and some of it could be put into housing. The same thing applies to areas not far from Kitchener but you have never done any planning in that area. You really have no policy. Of course the market there is decided by the private system and naturally they will build where it is convenient to the existing services and so on, regardless of what the quality of land is that they are using.

Mr. Hall: Yes, Mr. Minister, this is a valid line. You know it has been mentioned, I believe in the Throne Speech this year, that you were going to encourage the uses of lower classes of land. This is fact that's very pertinent to housing. Historically in this province, agriculture and residential industrial users have competed for the same plot of ground. If we are going to accomplish our different goals, then initiatives have to be found to use this substandard, this more remote land.

We discussed this last fall and I was encouraged to see mention of it in the Throne Speech. This is one of the areas that definitely your ministry has to play a part in to get away from the competition with agriculture and there are ways of doing it that can be encouraged.

Hon. Mr. Rhodes: Of course we are attempting to do that. I am saying that part of the whole scheme of things is to try to find these areas where we can accomplish both the development of new housing areas and subdivisions and at the same time keep away from the class 1 agricultural land, and class 2 probably and maybe even class 3.

We can get down below that to build these houses. The servicing of those areas is of some difficulty. The opposition to the use of septic tanks as opposed to regular sewer facilities is another argument that we have. Again, may I give you an example?

I had the mayor of a community come in to see me with his planner and with his representative in the Legislature. The desire was to make sure that there were no amendments to the official plan on those areas outside of his particular municipality. He didn't want to see anything happen out there. The mayor of the community was concerned over what effect this was going to have upon the capacity or capability of his sewer and water facilities to handle this development if it became a matter or a problem that the septic tanks wouldn't work properly. Then they would be required to hook on to the existing facilities, so—

Mr. Makarchuk: But surely that's a legitimate concern—

Hon. Mr. Rhodes: Oh yes, I'm not faulting the concern.

Mr. Makarchuk: —for the mayor and for the council members of that particular community. Where the problem lies is not the fact that you get into a hassle between the two communities. It is that you try to find out some form of financing to ensure that when they do come on stream, or in the meantime before they come on stream, that these facilities are being built. This is happening in Brantford, where we take the Brantford township sewer and so on. We make sure there is equitable financing and that you don't saddle the cost of those facilities on the major community, as you are doing right now in some of the areas in Ontario.

Mr. Hall: This is the very problem I mentioned earlier in my opening remarks. You pointed out finally that the statement on page 3 with regard to interest-free loans was only an OHAP programme. Okay, forget that. But I tell you right now that another ministry is holding back a long delayed programme because of "restraints" in 1976. I suggest to you that moneys spent in certain of these areas would be deflationary and would be best value for the government to spend its money in. As long as this shortage exists, there is an artificial addition—in any small town I would say there is \$15,000 artificially added in the last six years to the cost of any house.

Take a look at the effect of that on new families—to people who want to enter the

market. The burden there, and the consequent loss of potential ability to collect taxes for good works, is far higher than the government freeing up money to permit the extension of services. I agree with Mr. Makarchuk that those services should go on, on land that is not competing heavily with agriculture.

The Escarpment commission was set out ostensibly to protect the Escarpment. It spread its boundaries considerably beyond the Escarpment and acts as another intervening agency to comment this way, that way or the other way on things that are really not escarpment. Again, because of an overlap, there is this confusion going on which is one reason for the delays. You talk about trying to improve your system of subdivision approvals by 60 days with a "30 days more and that's it, Charlie" kind of approach. I hope it works because I don't think it's been effective so far.

Hon. Mr. Rhodes: We can put those things through our ministry in 60 days without any problem. But I must be accountable and responsible—responsible, I suppose, is the better word—to the reactions that I will get from such ministries as the Ministry of the Environment or the Ministry of Natural Resources or the Ministry of Transportation and Communication. I have to be. I can approve subdivisions until they're running out of your ears. I can give you subdivisions all over the place. But whether or not people will be permitted to build a house and put in a septic tank—I don't know whether there will be sewers available for it or whether there will be a highway facility or road facility so they can get into and out of it—whether or not any of these things will happen, I have little or no control over. I can argue, I can fight, I can do all the various things. But as long as I have these constraints on me, there's no point in me giving you an approved subdivision you can't do anything with.

Mr. Hall: That's fine, but are their constraints stronger than your constraints? Do you get what's left? Your job is housing. My concern here is housing.

Hon. Mr. Rhodes: I would hope you'd make the same points in other estimates later on.

Mr. Hall: They should be required to respond within a certain period of time. I know you feel that way, but they're not doing it. If we want to make this a priority, this adversary attitude has to prevail, I feel—not

just for the fun of being adversaries but for the point of getting action in housing.

Hon. Mr. Rhodes: I also have to deal with municipal attitudes as well. I know there are those who suggest I should overrule those municipal attitudes.

Mr. Hall: I haven't suggested that.

Hon. Mr. Rhodes: No, I'm not saying you have. But I'm saying to you that a great deal of criticism has been heaped upon me because I attempted, for example, to bring on nothing more than a study of an area for the development of possible subdivisions, within an area not too far removed from this very spot we're sitting in. The local press in that particular community took great exception to the fact that the Ministry of Housing had gone in and suggested to the community, "Would you like to look at possibly having some development in your community for housing, in which you would qualify for the housing action assistance?" We agreed to fund a study to see if the whole thing was feasible or not, and got great heaps of abuse upon us by the good citizens of the community who decided it's big enough. We could discuss this for hours—

Mr. Hall: I want to reiterate, because I feel it's essential to the problem, that the economic study of the assistance to the municipality is at the root of the problem, because for years the defensive measures have been going on just for the sheer necessity by the municipalities to protect themselves against an increasingly adverse tax situation. You know that, I suspect, too; that we have to find some palatable method of assistance to municipalities to have housing more broadly based and more acceptable.

Hon. Mr. Rhodes: When you say services, what are you referring to?

Mr. Hall: The services that are beyond the level of individual landowners or the financing capacity of individual municipalities to do on a capital funds basis or a borrowing basis, because their credit limit is limited and obviously the province's credit limit, though shaky, is still better than theirs.

Hon. Mr. Rhodes: You are referring then not just to sewer and water and roadway, but you are in fact referring to libraries, tennis courts, municipal arenas.

Mr. Hall: No, I am not referring to that.

Hon. Mr. Rhodes: Let me tell you that you had better start referring to them, because

those are the very services that the people in the communities want to have before they will allow subdivision development in their communities. You know them as well as I do. They are coming now and saying, "If you want to put 100 homes in there, or 200 homes, which is going to generate 300 or 600 people, we must have a library, another firehall, there has to be another community rink because the rinks are full, and another school." The funding is either going to come from the provincial government for those things, or they are going to lay it on the developers for those things, or what they do is rather than just dump the developer with it on a straight cash thing, they turn and say, "Put an impost on the lots." That's why you get certain communities in the Province of Ontario with lot levies up to \$6,000 per lot.

Mr. Hall: In your opening statement you questioned whether the impost fee should be paid by the homeowner, so it stands out as to who gets it and the fact that the builder is not just putting on an extra price. This would be fine. I have heard of municipalities now that aren't satisfied to get the impost fee at the time of the issuance of the building permit. They want the whole bundle for the whole subdivision in advance so that they'll save the interest. Having just a year ago jumped up their capital impost fee, they now say, "Well, I think we'd better also, to avoid the interest, get all the money at once." Again, as you realize, this is going to put development into the hands of larger corporations. The heart of the matter is the economics of municipalities.

Interjection.

Hon. Mr. Rhodes: Well, Kitchener attempted an experiment in that, I think it was successful for a while, now I understand it has started to fall into problems; an experiment in setting a maximum price.

Mr. Deans: Could I ask you the very question you raise with regard to the additional services not normally considered heretofore as part of the responsibility? I have a specific example I want to use. I think it probably applies to a number of developments across the province, with the approval of the Ontario Housing Corp. and the Ministry of Housing.

[5:30]

In order to get land at a price that people can afford—which is pretty difficult at the best of times—it has become more and more necessary to move out of the sort of core

areas of municipalities and develop smaller subsidiary municipalities outside.

The trouble is that's not where the people work. They live there, but they don't work in that community and their day-to-day lives are conducted at some distance away from where they sleep. In the satellite development—I think it's now called the Stoney Creek Community Development—they have changed the name a number of times over the last few years.

Hon. Mr. Rhodes: That's up on Mud St.?

Mr. Deans: It's on Mud St., yes. What is happening there is that the community sits in splendid isolation from all of the supports that it has to have. The people work in the Steel Co., and Firestone, and downtown in the commercial business district. They have gone there because it's primarily, if not totally, a family development. People had to have families before they could move in, or at least the expectation of having families.

And there they sit. The husband leaves for work. The wife can't get out. There is no bus service. It seems to me that municipalities are finding it increasingly more difficult to shoulder the cost of providing public transportation from the tax base that they have available to them.

The city of Hamilton runs a street railway, as you know, the HSR. The surrounding municipalities do not, with the exception of Burlington, but it's in another region. So we have those people—I can't remember the number; 350 homes perhaps; additional homes are being built at the moment—without any way of moving from where they are to where they have to be unless they own an automobile.

It would seem to me that if you are going to approve under the home ownership programme, a development that is some distance removed from the main core of activity, you have to take into account how the people are going to be transported. That doesn't mean you have to run your own bus service. I am not suggesting that. But it might mean you stop doing ridiculous studies like the one that was done in the Saltfleet development with regard to some monorail or whatever kind of internal transportation system would hook up ultimately to the normal transportation system that is available some distance away. You should think about the possibility of providing some kind of minimum subsidization for the existing transportation system in order that it can adequately service the community.

I met with the Hamilton Street Railway—I've got a very bad cold incidentally. I can't stand the sound of myself. I know you can't either. The difference between us is that I don't have to listen very long—I met with the Hamilton Street Railway about that very matter because it seemed to me that we had to do something about it. When the community was sold to the people who moved in, there was clear indication that there would be transportation. Everyone expected that there would be transportation. It's a mix of purchase and rental accommodation—a significant number of the people there are renting and are fairly low income.

Mr. Hall: Where would they get the idea that there would be transportation provided?

Mr. Deans: They would get the idea from the very fact that it is so far away from anything else—they would assume that there would be a way of getting out. I don't think anyone expected that Ontario Housing would have put some rental units in there unless—a number of the people there are single-parent families with children. They would expect—I would have expected too—a reasonable person would expect—that if you are going to build that kind of subdivision there is going to be transportation of some kind available since it is available in most other areas.

Hon. Mr. Rhodes: How many people would be in that particular community?

Mr. Deans: Oh, there would be probably 500, maybe more. I would have thought it would be close to being self-sustaining, in any event. Anyhow, the Hamilton Street Railway tells me the deficit would be an estimated \$60,000 a year. I might be able, some day, to sell the community the idea that they ought to pick up that deficit, or part of it—but I haven't been able to yet. I'm wondering why there isn't some co-ordination between the housing and the transportation authorities in order that the HSR would have qualified for the same subsidy that it gets on the per capita basis, or whatever the basis is, to service that additional area.

What you did—and you are aware, of course, of the transportation thing—is, you cut the subsidy to the point where you will only provide subsidy for those routes that were in operation previously, or to the level of last year's subsidy. That doesn't afford them the opportunity to provide that additional service. I would have thought, since it's a housing authority's subdivision, and

since you're building yet even more units, that you might have suggested to the Ministry of Transportation and Communications that they take some factors into account in calculating the subsidy for the HSR. After all, we initiated it. The province built it, and the province urged the people to live there. They moved of their own free will, no doubt, but you have to go where the houses are. We should recognize that in our transportation policy. When HSR offers to provide that additional service that service should qualify for subsidy on the same basis as the existing service. Does that sound unreasonable?

Hon. Mr. Rhodes: What other community services are there there?

Mr. Deans: Nothing. There is one school.

Mr. Hall: In my connection with the HSR, I understand that they have approached the MTC and said: "Here, we're losing money, and we're providing Canada Coach Service outside our city limits." As you know, Canada Coach Service serves Fruitland and Winona and right down our way, and it is the only form of daily transportation—even though it's only every hour. They said: "Why should you do this? You should get out of that field." I would have to wonder how we'll ever get housing spread around unless this transportation problem is met.

Mr. Deans: Can I assume that you're supporting my position?

Mr. Hall: I'm supporting a concern for better transportation to smaller areas of housing, wherever we're going to do it. That's part of anything that will make the thing viable.

Mr. Deans: I would like to come to that, then, as a second point—because I'm kind of eager to deal with the first point that I raised. You're absolutely right. But there is a question in my mind at the moment. If we build—again meaning the province—and we encourage development to take place in certain areas, pay substantial sums of money for all the development to occur, and we are continuing to encourage people to move in; it would seem to me to be reasonable that we might, in conjunction with that initiative of the Ministry of Housing, have some similar initiative through the Transportation and Communications ministry, to ensure that the same degree, the same level of subsidy will be available to the agency—whichever agency it is that's providing the transportation—in order that public trans-

portation will be available. Is that unreasonable?

Hon. Mr. Rhodes: I don't think it's unreasonable. It's probably beyond the realm of being able to apply it in totality. I'm going to go back to something Mr. Makarchuk said earlier when we were talking about building houses and approving subdivisions in those areas of the province where we would stay away from the very high quality of farmland. You would multiply that situation that you just described to us—I don't know by how many times—if we go outside of any given municipality, particularly in southern Ontario, and perhaps only in southern Ontario for the most part, where we would skip out from the municipal boundary, go over what would be a substantial area of good class A farmland that should not be disturbed, and then develop a subdivision on what land is available. We may develop an area of 600, 700, 800, 900 people.

Mr. Deans: Okay. Let's assume that's happening.

Hon. Mr. Rhodes: Then you have to skip off to somewhere else again, over good farmland, to do the same thing. You could end up with a whole lot of—

Mr. Deans: Satellite developments, I agree.

Hon. Mr. Rhodes:—satellite developments around. That would become very expensive, as I think you would agree, as they begin to multiply around the various communities in attempting to get, not only the transportation service—and that's a very valid one—but the same things as you mentioned in the other community services—that are not even available in the area you mentioned.

Mr. Deans: Okay, but let's look at that then—

Mr. Hall: But we would need fewer community services. We would need fewer libraries if we could only transport our people to the larger, better libraries. Even in metropolitan Sault Ste. Marie, which is pretty big compared to most communities in the Niagara Peninsula, they have to develop something or other on a unit basis in their own community, because transportation is almost negligible to connect these areas and regional government won't link these things up unless there's better transportation.

Hon. Mr. Rhodes: You mentioned my own community, and I want to just touch on it because I think it's again perhaps a good example of public expectation and public

attitude. When you talk about that particular community, it has a reasonably good transportation system in the community, plus the majority of people, as in most communities, have the availability of their own transportation capability. And, yet, not too many years ago we had one central library to which people went conveniently and picked up their books and went home. Today there are six libraries. That's because of the attitude of people who say, "Why do I have to go all the way down to the main library? Why can't there be a library in the plaza where I do my shopping instead of me going downtown?" This is the sort of thing you're into. People don't want to do those things.

Mr. Kerrio: I would question that in only one regard, Mr. Minister. Was that the determination of the people, or was that something that we've got built into our whole society today because someone else has made that decision?

Hon. Mr. Rhodes: What's the difference?

Mr. Hall: Well, all of a sudden in 1976 we're having to teach people restraint. We're saying, "Here, now: Settle for less; trim back. Show your ability to be moderate." This is after years of largesse. It's one thing to give a dog a bone, but it's something else to try to take it away from him afterwards.

Mr. Johnson: Mr. Chairman, is there not a problem here? We're talking about developing all these areas, but surely we have to go to the townships and the municipalities involved and seek their approval. We just can't come along and say to the township, "Here's a thousand people."

Mr. Deans: That raises an interesting point, though. It's not simply a matter of seeking their approval. Of course, you seek their approval and you work with them as you develop it—I hope. I've seen evidence of that, so I think it happens. But the trouble is, in the case that I'm talking about, the land was acquired before the township really knew what was good. The land was already purchased and then it was a matter of either develop there or don't develop at all. I'm not saying that was what was written in the documents, but that was the inference to be taken from all of the proposals that were being put forward.

Mr. Hall: Yes, there need not be any other development because one will be coming—and it will be a government one.

Mr. Deans: You're absolutely right; of course there will be. If you're going to pre-

serve the land that is needed and if you're going to build on the land that is of lower quality, then there's going to be a need for expanded transportation. But you've got to weigh the cost of providing for transportation, which in the long run—over a number of years—surely is less than the cost of losing the farmland. So, by my standards, I would make the judgement that you work out a system of providing transportation rather than throwing up your hands and losing the land. I don't think any of us is quarrelling about that.

Hon. Mr. Rhodes: If transportation was the only one.

Mr. Deans: Yes. But the matter of internal servicing is another thing altogether. If you're talking about providing all of the amenities—if not all, at least most of the amenities—that people expect to get when they move into a subdivision, first of all people are not as demanding as maybe others would have you believe.

In the first instance, the people are delighted that they have a home. I make that point: It may leak, it may need repair, it may not be properly inspected—which I think we'll come to at some point—it may have real problems, that home, but they like to have it nevertheless because it's something that the majority of people want. They want a home of their own. They don't expect everything to be given away. They're prepared to pay for the things that they get.

Mr. Johnson: They don't expect what?

Mr. Deans: They don't expect everything to be given away to them. They're prepared to pay for what they get. Most people I know are prepared to pay for the things that they get.

From my standpoint, one of the difficulties that we have is that we don't have an adequate co-ordination of services available to people. We build a recreational centre when we already have a school that isn't being used most of the time. We build an additional library when, in fact, we have a library facility or at least we could build on very easily a library facility in this school that is being developed, if we sat down in the initial instance and planned that. That is the kind of planning that isn't going on but ought to be going on.

[5:45]

We could provide for most of the needs of most of the people at a considerably reduced cost if we integrated and co-ordinated the planning efforts. When I sit down, as I

did some time ago, I can remember as that development was being developed, getting into a discussion with the Minister of Education on the one hand and the Minister of Housing on the other in the Legislature, and asking each please to talk to the other about the educational needs of that community as it came on stream; that, pretty obviously, if you were building family housing you would expect they would be families there, and that if you knew you were going to move in a certain number of people with the likelihood of so many children, you could make some reasonable guess as to what kind of an educational facility you might need, and to make provisions for that facility to be built, if not immediately in very short order after the community had been built.

Well, eventually they sort of got around to doing it but it took a long time. It seems to me that you act kind of isolated from other people, or you have in the past. Maybe it's all changed in the last magical six months, but up until fairly recently you acted in isolation. You assembled land, in the first instance, without real consideration as to how that land would be serviced. After you had the land, you then began the discussions. It wasn't considered whether that land was the most appropriate to be developed at that point in time. It was not considered whether it was likely that you could encourage commercial enterprise to move in and to provide for some of the needs of the community. It wasn't considered whether there were adequate medical facilities or the likelihood of any medical facilities to be built or provided within a reasonably close proximity to where you were building.

There was no co-ordination of transportation needs. We found that the community was built and there it sat. In addition, as I said earlier, there is the whole matter of the utilization of public facilities, making sure that you use them wisely and use them well and build them in such a way as to ensure that they are being used year round.

That hasn't been happening. While I talk about transportation and the need to have it—and I'll come back to it because I would like to get your comments on it—I have a feeling that unless you are able to see your way clear to co-ordinate that planning then we are always going to be sitting here talking about how can you possibly save the class 1, 2 and 3 land because it is easier to get access to it, it's simpler, and we don't have all the amenities, we can't afford to provide the facilities for the other areas. I just don't believe it. Tell me about the transportation

anyway. How do we go about making sure, when you build a subdivision or a community development if you want to call it that, that is very large in scale, family in nature, and a combination of purchase and rent, that we have some kind of transportation?

Hon. Mr. Rhodes: We would attempt, before that development goes ahead to find some rational way of servicing the community with transportation by dealing with (a) the municipality involved and (b) the Ministry of Transportation and Communications—

Mr. Deans: And since that didn't happen, how do you now do it?

Hon. Mr. Rhodes: I don't suppose we do do it now. We have left it, I suppose, for the most part to the municipality—I think entirely to the municipality, to determine whether or not it can see its way clear to provide transportation facilities to those areas.

Mr. Deans: Okay, supposing I were a municipal council member now, knowing what I sense I know about this development that is taking place, and you as the Minister of Housing were to come in to my municipality and say to me, "I would like to build on this 1,000 acres five miles away from the core of your municipality." Do you think I would be keen to have you do that, knowing what happened down the street where those people were left sitting? I wouldn't be, would I?

Hon. Mr. Rhodes: I don't know.

Mr. Deans: I wouldn't be really keen. I would want some guarantees, I think. Wouldn't you?

Hon. Mr. Rhodes: Well, I think once you've had one bad experience you don't want another one.

Mr. Deans: Yes, I think you'd want some guarantees. You see, the cost is so small. The cost of doing it is much smaller than the cost of not doing it. Anyway, there's more. I don't know where to raise the other. Have you dealt with your statement—

Hon. Mr. Rhodes: In part.

Mr. Deans: No, I don't mean your opening statement. Have you dealt with the statement you made in the House some three weeks ago about your intention to relieve Ontario Housing Corp. of the responsibilities for inspection?

Hon. Mr. Rhodes: You'll be interested to know, Mr. Deans, that we haven't even started yet on vote 1.

Mr. Deans: We haven't?

Hon. Mr. Rhodes: No, we haven't.

Mr. Chairman: We're at 2001, item 1.

Hon. Mr. Rhodes: We haven't started at vote 2001, item 1.

Mr. Kerrio: It's actually Mike's fault, Ian.

Hon. Mr. Rhodes: No, it wasn't. It's the fault of all of us.

Mr. Cassidy: The minister kept on interrupting.

Mr. Deans: Do you intend to deal with—

Hon. Mr. Rhodes: This will be dealt with in the estimates.

Mr. Deans: Where would you plan to deal with your intention to give Central Mortgage and Housing the—

Mr. Chairman: Which vote will that come under?

Hon. Mr. Rhodes: Vote 2004.

Mr. Deans: Vote 2004. Do you think you might get to that by two weeks from Thursday?

Hon. Mr. Rhodes: I would think about then.

Mr. Deans: How about the shoddy workmanship that's already going on? Will you get to that by two weeks from Thursday too?

Hon. Mr. Rhodes: I can't understand that it's shoddy workmanship. I've always felt the tradesman who worked on these things are just top-notch people.

Mr. Deans: Have you really? You have obviously felt that quite wrongly then, because they're not, not all of them, not even most of them. And that's a big problem.

Hon. Mr. Rhodes: That's quite an indictment.

Mr. Deans: It is indeed, and I say it to you here that there is a great deal of slipshod effort because of the nature of the programme, because the builders, in fact, build very little. The builders in fact subcontract almost all of the work and because they don't have on-site inspection of their own for quality control purposes and, therefore, subs

come and go—and I've stood and watched this for years now—subs come and go at will and the workmanship is less than satisfactory.

I went yesterday and I looked at maybe 30 homes, it might have been 25; I don't have the list with me, I don't intend even to bring it. But I looked at a number of homes where not only were the basements leaking—my basement leaks, so I understand that basements do leak. These are two-storey homes. The rugs on the second-floor bedrooms were soaked 5 ft from the wall. The water was running in underneath the interior wall, underneath the baseboard—not running down the inside, running between the two walls. It had soaked right through the floor and the wooden floors were soaking wet, saturated.

Hon. Mr. Rhodes: Are these—

Mr. Deans: These are yours, my friend.

Hon. Mr. Rhodes: Are these ours?

Mr. Deans: Yes, sir. Yes, sir, yours. Well, they belong to these people now but they're under your programme. What I'm saying to you is that if you don't think that's bad workmanship, that's terrible workmanship.

Do you know that the overflow in the bathtub, I don't know how it works, all I know is that when the water level gets up to the overflow level it runs out on the floor because they didn't hook them up properly. Do you know that pipes in the houses froze over the winter because they put the insulation on the inside rather than the outside, and they couldn't get the builder back to do the work and they had to call in plumbers to come and thaw the damn pipes out? That's shoddy workmanship. That's what I'm talking about.

Do you know that I can show you homes where in order to get head clearance to walk down the basement stairs, they had to torch out the bottom plate and the flange plate of the I-beam that runs the full length of the house. That's how they got the head clearance and that's shoddy workmanship.

Mr. Hall: That's not shoddy workmanship itself. That's been laid on plans and designs and specifications for years. Anybody who is building knows that you have to meet those standards.

Mr. Deans: They didn't even have supports in it. You say to me you don't need inspectors and you'll deal with it. Frankly, I'm never going to buy one so it doesn't matter to me but I'll cite you chapter and verse of the kind of workmanship I'm talking

about, and if you tell me when it's over that you still don't think you need an inspection process to protect your interest, and the interest of the consumer in Ontario, and just simply to guarantee a reasonable level of finished product—

Hon. Mr. Rhodes: I don't think I have ever, at any time, suggested that there is no inspection needed.

Mr. Deans: No, you have said you are going to give it to Central Mortgage and Housing.

Hon. Mr. Rhodes: You don't need three different levels of inspection.

Mr. Deans: Okay, then, could I ask you to please take it over? Don't give it away. Don't give it away. This is, by my standards, the one level that's closer to most people. You can at least get access to Queen's Park.

Hon. Mr. Rhodes: Do you mean the municipal inspectors are not close to—

Mr. Deans: The municipal inspectors don't have that responsibility. Municipal inspectors' responsibility doesn't go as far because they are not involved in the mortgaging. They are not involved in the land assembly. They are not involved in the provision of the services. Those things are all being done by other than the municipal inspectors.

You can't transfer the responsibility for cost from Queen's Park to the municipality because they can't afford to hire a sufficient number of inspectors on the off-chance that a major housing development will take place. The municipality can't take it on because the municipality can't keep a staff of inspectors sitting around waiting for the next development to start, in most small municipalities, whereas Ontario Housing Corp. can have inspectors trained here or wherever they live. They can be reasonably mobile because they are able to travel in certain sectors of the province. You can see the difference there.

That's why it is more important to have it at one of the senior levels. Now comes the question: Should it be Ottawa or should it be here? I say it should be here because we are involved in land assembly. We are involved in the servicing. We are involved in actual building. Therefore it should be here rather than in Ottawa.

Mr. G. I. Miller: Mr. Minister, don't they have inspectors? In our municipalities, we have inspectors to look after our inspection and it is their responsibility. Why set up an—

other level of inspection when we already have it?

Mr. Deans: Which municipality are you from?

Mr. G. I. Miller: Haldimand-Norfolk.

An hon. member: Mr. Chairman, can I suggest that we dispense—

Mr. Deans: Wait until they start building.

Mr. G. I. Miller: They are gearing themselves up. Why set up another level?

Mr. Deans: You don't need another level.

Mr. Chairman: It being 6 of the clock—

Mr. Deans: By George, you are right.

Hon. Mr. Rhodes: I have got to tell you this. You mentioned inspection. I can remember two houses being inspected, I won't say by whom, where the sinks in the kitchen and everything were all in. The whole kitchen was all finished and when they turned the taps on, there was no water. There were no pipes. It had been inspected, I might add.

Mr. Deans: I will show you houses where the joists, rather than sitting in the walls, were standing against the walls and they put hangers made up out of sheet metal and nailed into the wood around the outside of the house in order to hold the joists.

The committee adjourned at 6 o'clock, p.m.

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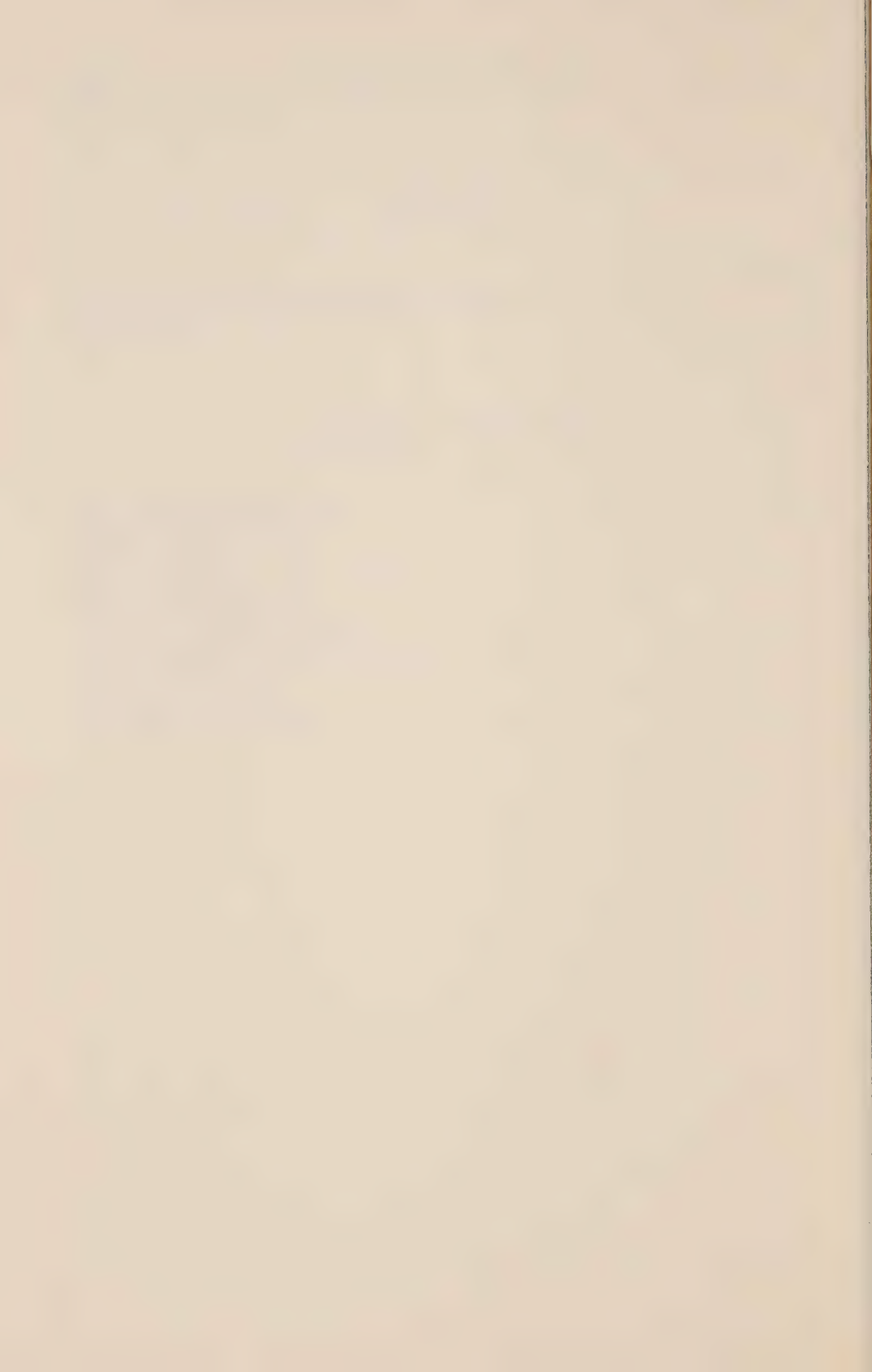
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Ministry official taking part:

Crosbie, D. A., Deputy Minister





Legislature of Ontario Debates

SUPPLY COMMITTEE — 2

ESTIMATES, MINISTRY OF
CORRECTIONAL SERVICES

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Monday, April 26, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

MONDAY, APRIL 26, 1976

The committee met at 3:17 p.m. in committee room No. 2.

ESTIMATES, MINISTRY OF
CORRECTIONAL SERVICES
(continued)

Mr. Chairman: Quorum or no quorum, we are starting.

I want to apologize for being a little late. What I was trying to do, and I think we should discuss it initially, is make it quite clear when this committee sits. We sit on Mondays, we do not sit on Tuesday afternoons. We will know where we sit tomorrow night. We sit on Wednesday if the private bills committee is finished and if we wish to—it is very optional. On Thursdays we don't sit and on Friday morning we do.

That is the layout made by the House leaders as to when this particular committee will be sitting. The reason for it apparently is that they don't want too much overlapping with sitting committees in the House. So we don't meet all that often. We will not be sitting either tonight or tomorrow.

Hon. J. R. Smith: Any assurance, Mr. Chairman, that you will be finished by June 12?

Mr. Chairman: We may be finished by June 12, 1982, with this particular setup, but this is what my instructions are. All right, let us proceed. I think we were at vote 1401, Item 3, planning and support services.

On vote 1401:

Mrs. Campbell: Mr. Chairman, I don't know the order; I haven't been here. Could I ask if we could have some information as to the staff cuts in this area, if any?

Mr. Chairman: Yes; Dr. Hug.

Dr. Hug: Mr. Chairman, there have been no staff cuts within the planning and research branch, which is one of the larger components of the third item, nor have there been any staff increases during the last fiscal year, nor none planned for this year.

Mrs. Campbell: Good.

Mr. Algar: If I may, Mr. Chairman, there are about two other complement positions that were cut subsequent to this having been printed. They were cut as of April 1.

Mrs. Campbell: There were two additional—

Mr. Algar: The two positions were cut.

Mrs. Campbell: —that you wanted? They have been cut or are they additional?

Mr. Algar: No, they were the special projects co-ordinator and their secretary. Those two people now work in the justice policy field.

Mrs. Campbell: I would have thought that this was an important area. Could you tell me what new programmes you have developed in this area since we last met?

Mr. Algar: This item consists entirely of the planning and research branch; the research services, which were discussed in some detail when we last met, the programme evaluation section which is basically the programme budgeting and interministry liaison, and the facilities design, which is involved in the design of new facilities. It also includes the legal services, which are services now bought from the Ministry of the Attorney General.

Mrs. Campbell: So that one could say that basically the planning and support services for this ministry are largely fiscally oriented, as in most other cases. There is no new thrust, no new thought?

Mr. Algar: I would tend, if I may, ma'am, to somewhat disagree with that.

Mrs. Campbell: Well, please elaborate then, because I don't want to be left with that impression.

Mr. Algar: I would think that the larger part of the dollars, particularly, are placed in our research services, which Dr. Hug described on Friday afternoon, at considerable length, in actual fact.

Mrs. Campbell: I'm sorry. I had no idea. I won't proceed. I don't want to cover old ground.

Hon. J. R. Smith: Mrs. Campbell, this was discussed very extensively the other day, on Friday afternoon, and I personally am trying to do everything possible. I would like to see more moneys put into this, because under Dr. Hug's directorship there are some very fine programmes. The problems are not going to be resolved necessarily through construction of new facilities and buildings, but by a lot of answered questions.

We have found out, for example in the DARE programme, that there is a great deal of money being spent on the Outward Bound type programme and yet we weren't really necessarily getting any better results than from some of the training school boards. I think emphasis has to be placed on this aspect.

Mrs. Campbell: Did you enlarge the DARE programme to girls or is it still exclusively for boys?

Mr. Thompson: It's being used in the summertime for girls' programmes, but it's not co-ed at this time.

Mrs. Campbell: I wasn't asking if it were co-ed. I wanted to know if they got any kind of a thrust in this programme; they didn't initially.

Hon. J. R. Smith: No, it was a boys' programme. We're in the midst of making all the training schools co-educational.

Mrs. Campbell: I'm talking about the DARE thrust as opposed to training school thrusts.

Hon. J. R. Smith: It is basically a boys' programme.

Mrs. Campbell: Still?

Hon. J. R. Smith: Yes and girls from Lindsay, and Kawartha Lake School, for example, go up and use it in the summer months.

Mrs. Campbell: Are you aware that a former minister made it abundantly clear that he wishes to extend this thrust for girls?

Hon. J. R. Smith: No, I was not aware of that.

Mrs. Campbell: Well, you might look at some of the correspondence which you must

have, because he certainly did. The Hon. Syl Apps was very concerned about the fact that it started out as a boys' programme and he wished it to be extended. I think you will find correspondence from the courts in Toronto reflecting the concern of the courts.

Hon. J. R. Smith: I know personally from experience about a young lady from Churchill House in Cambridge who really found herself and blossomed forth in every respect—self respect and every other direction—through participating in an Outward Bound programme sponsored by a private agency, and yet the programme at Churchill House just couldn't reach her. So I'm aware of and I realize the value of it. DARE is one facility we are going to retain. I'll see to it girls are included.

Mrs. Campbell: That's a commitment?

Hon. J. R. Smith: Yes.

Mr. Singer: Arising out of an answer given to Mrs. Campbell just a moment ago, you said the strength of the department had been cut by two and that those people had been picked up by the Provincial Secretariat for Justice. Are they doing the same job there as they used to do in your department?

Mr. Algar: Yes, sir, basically.

Mr. Singer: So the cut really just meant moving two bodies from point A to point B.

Mrs. Campbell: A transfer.

Mr. Algar: I can't tell you that, sir. I don't know how the complement in the Justice secretariat is allocated.

Mr. Singer: Oh, well, you have already told us. Thanks.

Mrs. Campbell: I wonder if that applies to all the cuts they've been talking about?

Mr. Singer: I don't know; it's a great way of cutting costs.

Mr. McClellan: Mr. Chairman, this section is responsible for interministerial liaison. While I don't think we want to raise the whole question of section 8 on this vote—we will leave that until we get to the relevant section—I would like to know what structures have been established for interministerial liaison with Community and Social Services? What is the process at the present time for sorting out what we consider a shambles?

Mr. Algar: The interministerial liaison is liaison with the central agencies; that is with

Management Board; with the justice policy field, with TEIGA and with the Ministry of Government Services.

Mr. McClellan: You don't have a direct structure to enable you to deal with the question of transferring responsibility from your ministry to the Ministry of Community and Social Services? That is being worked through Management Board?

Dr. Hutchison: Mr. Chairman, there is in existence now a council, an interministerial council, on emotional disturbed children and youth. This council has representation from our ministry, the Ministries of Education, Community and Social Services, Health and the social development policy field. It is chaired by Mr. Peter Wiseman, who is based in the Ministry of Education. The reports of this committee are dealt with directly by the Minister of Education (Mr. Wells).

The functions of this group are to identify gaps in service; to consider new systems of delivery; to bring about an integration of services for emotionally disturbed children and youth in Ontario. From time to time, they are given special projects to consider. One of these has been the area you mentioned, Mr. Chairman, section 8, juveniles.

There was an interministerial committee of a smaller type consisting of representatives from the Ministry of Community and Social Services and from the Ministry of Correctional Services. I must say I represented this particular ministry on the council. I co-chaired it with a Mr. Jack Amos who is an executive director in the Ministry of Community and Social Services.

We provided a report which was delivered to the respective ministers. I think possibly our own minister might wish to take it from there but the point I am making is that in terms of face-to-face contact and people at the working level being able to identify the need for co-ordination between services for children and youth, it exists on that level, within that interministerial Council on Emotionally Disturbed Children and Youth.

Mr. McClellan: When was this report given to the minister?

Dr. Hutchison: I believe, as I recall, it was in November, sir.

Mr. McClellan: And did that report—

Dr. Hutchison: It has gone through various processing. It was a rather broad report and, of course, it needed to be given further detailed analysis. The interministerial Council

on Emotionally Disturbed Children and Youth does have support services—I might say very competent support services—in the form of such people as Dr. Naomi Rae-Grant, who I am sure you would know. She's quite an authority in the field of children's problems.

Mr. McClellan: Did that report make specific recommendations with respect to handling the transfer of responsibility from the one ministry to the other?

Dr. Hutchison: If I may, sir, I would prefer to allow the minister to comment on that.

Mr. McClellan: Yes. If I may ask the minister directly?

Hon. J. R. Smith: Yes, it did. It made a number of recommendations.

Mr. McClellan: In November, 1975; we are now in April, 1976.

Hon. J. R. Smith: This is their draft of March 31, 1976.

Mr. McClellan: You received a report in November, 1975, from this committee?

Hon. J. R. Smith: Yes. The subsequent one, the latest one, is that of March 31.

Dr. Hutchison: Mr. Chairman, may I interrupt? We are confusing two things here. The first report was one conducted by the two ministries, Community and Social Services and the Ministry of Correctional Services.

Hon. J. R. Smith: Yes, right in November, 1975.

Dr. Hutchison: This was kind of a ball park, broad definition of problems and issues. This was submitted to the two ministers concerned. The report that our minister is talking about now, that earlier report was passed on to the Council on Emotionally Disturbed Children and Youth, the interministerial council. That is what has been processed and that is what our minister is referring to when he says he received this report on March 31. [3:30]

Mr. McClellan: And are you now in possession of a set of recommendations from your staff with respect to how to handle the transfer of responsibilities from the one ministry to the other in detail?

Hon. J. R. Smith: Yes. Actually we are awaiting a meeting with Hon. Mrs. Birch, the Minister of Community and Social Services (Mr. Taylor) and myself.

Mr. McClellan: But you are aware that, while you are awaiting these meetings, the judges are referring children to Children's Aid Societies and the Children's Aid Societies do not have the budget to assume the additional responsibility? We will get into that in some detail later in the debate, but I assume you are aware of that.

Mrs. Campbell: You may recall there appeared to be a commitment by way of interjection when I was speaking on the reply to the Throne Speech, pointing out the increasing problem, particularly in the Metropolitan Toronto area—that's where I am most aware of it—of these young people, obviously disturbed, who are committing suicide or attempting to commit suicide. I understood that there was to be a special look at that situation.

Am I now told that this is going to be interministerial and that there will not be the opportunity for those knowledgeable in the field to have input? I may say, I think without fear of contradiction, that the Health Minister (B. Stephenson) is most concerned with what is happening in this area. I have discussed it with her privately. I am concerned too, if that is only going to be interministerial, it may not wind up to be a public document.

Mr. Thompson: If I may speak to that, I believe what you may be speaking of would be a report dealt with by the Council on Emotionally Disturbed Children and Youth, but not one specifically on the section 8 issue.

Mrs. Campbell: No, it is not on the section 8 issue which I thought we would be addressing ourselves to as we got to this vote. I am concerned with the emotionally disturbed children, which as I understand it, are also the subject of your concern, I hope.

Hon. J. R. Smith: That's right.

Mrs. Campbell: All right, then may I have an answer? Do we know at this point in time what is meant by the fact that the Minister of Community and Social Services stated that this would be dealt with this year? Do you know anything about it? Do you have any input into it and where does it stand?

Dr. Hutchison: May I respond to that? I really ask for clarification. Mrs. Campbell, do you mean these cases, such as the Derek Halanen case? Is that one of the cases you are talking about? Are these children in mental health services?

Mrs. Campbell: No, the children in the community who find their way into the courts because of the lack of any support services for them.

Dr. Hutchison: Oh, yes.

Mrs. Campbell: I gave the example, if I may, of the child of seven years of age who appeared in the courts. He should not really have had a finding against him because of his tender years. On the other hand, one recognized a very serious situation. There was a finding indeed in that case, in order to bring the only facility properly available to him, to allow an experienced probation officer to move in to try to ascertain what the problems were. Before he was eight years of age, that child was brought back before the court because he had tried three times in three different ways to commit suicide. This is what I am talking about. That child is emotionally disturbed. Who is looking after that problem? Who is investigating it and what input is there from those who are knowledgeable in this field?

Mr. Thompson: I would think that Dr. Hutchison might comment further on the council's examination of the whole area of children, some of whom come to us under section 8 and many of whom, as you know from your experience, just don't happen to fall into that particular pathway. Indeed I think that's why the council is trying to look at the educational, health and correctional needs and so on for those children. It is an attempt to embrace all of those streams into which children fall, often more by accident than by design.

Mrs. Campbell: The difficulty is, of course, that a judge wasn't anxious to have that kind of child placed under a section 8 programme, but rather to get the facilities for the child so that it wouldn't be placed in that kind of surrounding. The former Minister of Community and Social Services, Mr. Brunelle, was very concerned about it and made a commitment—I shouldn't say a commitment, perhaps to give an undertaking to consider is more appropriate to what he said—but as I took it, the present minister really made a commitment or interjected that I ought to know that this was going to go on or wasn't to go on. As I pointed out, I wasn't clairvoyant. Is it going on? Isn't it going on? Is it referable only to section 8? What is the status of it? Does anybody have an answer?

Dr. Hutchison: Mrs. Campbell, speaking as a member of this Council on Emotionally Disturbed Children and Youth, we see this

section 8 as part of a broader issue of services for children. Some of these children, as you are aware, having been a family court judge, are sometimes placed into Whiteoaks Village under section 20 of the Juvenile Delinquents Act. There may very well be much better ways of handling them, much better integration.

Mrs. Campbell: It was not considered an appropriate facility for this particular case, I can assure you.

Dr. Hutchison: Yes, because I gather there was a large mental health component involved.

Mrs. Campbell: I can't answer that. I can only answer that there was an emotional disturbance of great proportion.

Dr. Hutchison: Yes, that's what I mean. This particular council has spent many hours on considering a broad, comprehensive system of service delivery which would encompass not only the emotionally disturbed child but the kid who gets into difficulty with the law. It recognizes that sometimes symptoms of emotional disturbance express themselves in different ways.

You have mentioned suicidal impulses. What would be criminal behaviour in an adult is another manifestation of this as is failure to profit by school attendance in the educational system. Our thinking is more in terms of these being symptomatic of underlying emotional disorder. So what we are concerned to do, as I mentioned, and what our mandate is, is to identify gaps and come up with a comprehensive, integrated system of care which would handle the kind of kid that you are talking about.

Mrs. Campbell: Have you any statistics or have you sought any statistical information on these cases?

Dr. Hutchison: Of suicidal cases? I have not seen statistics. I cannot recall looking at statistics but some of my colleagues on that council might very well have. Our approach, rather than to look at particular isolated problems, has been to develop alternative systems some of which might be applicable in some parts of the province where the resources are greater, and another type in another part of the province. Beyond that I really do not feel free to comment because I think that in due course of time the ministers involved might very well have some comments to make on this.

Mrs. Campbell: If the minister has some comments to make I would love to hear them.

Hon. J. R. Smith: Mrs. Campbell, I have nothing further to add. It is something I haven't been able to get into personally. I realize that many of the youngsters who go through the assessment centre in Oakville undoubtedly have health-related problems.

Mr. McClellan: One is intrigued by the kind of research that is being done. Has there been any? I really would like to know what the production of the research function in this section has been. Has there been some material produced that would enable people to have a look at some of the problems within the ministry over the last fiscal year?

Hon. J. R. Smith: We went over these on Friday.

Mr. McClellan: Okay. I'm sorry; I'll simply look at the record on this.

Mr. Breagh: Mr. Chairman, I wonder if I might ask a question? In the light of cuts that have been made, particularly in community and social services and existing transfer facilities that you use, what kind of planning went into that before you made the cuts, before the announcements were made of the great restraint programme that would take off some of the services that you now use? What planning was done to see that the people affected aren't left hanging on a limb until you pick it up? What was done in that area?

Hon. J. R. Smith: A great deal.

Mr. Breagh: Like what?

Hon. J. R. Smith: You are undoubtedly alluding to the Grandview and Churchill House schools. The ministry, after consideration, because of declining accounts, decided to close the facilities. We kept open employment positions across the board. It narrowed down to the point of being a school at Cambridge. We had enough positions within the ministry to cover everybody. Mind you, many of them had to transfer, but even in the immediate area—such as Oakville, Hagersville, Simcoe, Guelph, the Gatu area—we kept open positions to cover this employment situation for our employees.

Mr. Breagh: So, even in the midst of a restraint programme where you're cutting budgets, you're telling me that you might

have cut the budget all right, but you didn't shut anything down?

Hon. J. R. Smith: I want to say this. The closure of Grandview and Churchill House was not an integral part of it. It was planned long before the anti-inflation programme of the government. In fact, the purpose is to better utilize our personnel and facilities; the overcrowding in the adult division, as opposed to the lower counts of the juveniles in training schools. We have the machine in balance.

Mr. Breaugh: So the restraint programme, then, is really not doing anything that you wouldn't have done ordinarily anyway?

Hon. J. R. Smith: The restraint programme we're faced with is with the adult division. As I mentioned in my opening remarks, there was a 20 per cent increase—which is a tremendous pressure on this ministry.

Mr. Breaugh: In planning a kind of transfer, if you like, from what may be called totally government institutions of some kind or other into something that is, perhaps, a little broader and more community-based, how are you planning to finance that? How do they get the money to run that service?

Hon. J. R. Smith: Would you answer that, Mr. Algar?

Mr. Algar: I'm not quite sure of the question.

Mr. Breaugh: Obviously, if you're going to shut down some institutions and you're trying to get community groups, if you like, or a kind of semi-governmental institutions in place, how are you planning the transfer? In particular, how are they financed?

Mr. Algar: There are considerable elements of fixed costs in running any institution, of course. Even if one keeps the staff and redeploys that staff, there's still quite a large residual fixed cost; the cost of food and clothing; the cost of heat and light and so on. It's a reasonably significant part of the cost of running an institution; about 30 per cent in actual fact. So that 30 per cent, at least, we can use for financing community programmes.

Mr. Breaugh: To be a little more specific about it, if you want to put kids out into the Children's Aid Societies, as you did last year, how do you do that one year and then the next year limit the Children's Aid Societies to such a rather stringent percentage? How do you do that?

Mr. Algar: We don't necessarily work in our ministry through that process. It's a rather more direct process in our ministry. If we close an institution which has a budget of, say \$1 million, we would have \$300,000 available for use in group homes. That's the process that we go through. Children's Aid Societies don't come out of our budget, in actual fact, in the normal course of events.

Mr. Breaugh: No, but we're talking now about planning and transfer of the service. Would someone please list for me the steps you took in planning that transfer? Where do you get the money; how do you provide the service; who provides it; what consultation process went on?

Mrs. Campbell: And to whom?

Mr. Breaugh: Yes.

Mr. Algar: Is this in the closing of one institution?

Mr. Breaugh: Let's talk generally. How did you do that?

Mr. Algar: I can only talk within the context of our ministry, of course.

Mr. Breaugh: Fine, we're talking about the same kids.

[3:45]

Ms. Sandeman: Can I make that question a little more specific, perhaps relating to the steps you go through when you decide to close, say, Grandview, which the minister has just said has been under consideration for some considerable time. It seems rather strange, if the planning to close Grandview has been going on for some considerable time, that at the same time contracts would be being let to change that training school into a co-educational institution; that a contract for about \$45,500 would have already been allowed to be completed; that two other contracts would have been let and are being allowed to be finished; and that there are still people working in that institution on making it into a co-educational training school. At the same time, you're telling us that planning has been going on for a long time to close it. I find myself completely confused as to what the ministry means by planning.

Hon. J. R. Smith: Ms. Sandeman, maybe I can answer you. When I first visited Cambridge—I suppose it was a month and a half ago—the first thing I questioned was why the renovations were going on there.

Ms. Sandeman: Did you not know that there were renovations going on?

Hon. J. R. Smith: Personally, I was unaware of the renovations, other than the fact that all the schools were under a directive to change their facilities to make them co-educational, such as at Champlain School, Bowmanville and so on. So it was part of that programme. I think the moneys that were expended for washroom facilities and so on eventually will be regained when the time comes that it's used as an adult training facility, so it won't be lost.

Mr. Singer: Send them up to Minaki Lodge.

Hon. J. R. Smith: No, it's just a matter of time until that facility will be needed for an adult training centre. The other item of approximately \$90,000, I believe, is basically for the paving of parking lots and approaches on the grounds; so that's really money that's still needed.

Mrs. Campbell: Parking lots for the children?

Hon. J. R. Smith: That's one thing I was disappointed in, that apparently the girls there never did take a driving course. But it's mainly for staff and services.

Mr. Breaugh, A lot of them would come from the city, Margaret, and you've got to put in a familiar environment.

Mrs. Campbell: It's a great service to kids.

Hon. J. R. Smith: So there were moneys expended there.

Ms. Sandeman: Could I make an—

Hon. J. R. Smith: The children were to be transferred the following day. On my visit I learned there were children expected that week, and I directed that the boys not be transferred to the school because it was almost certain that it was going to be closed.

Ms. Sandeman: Could I make an observation around planning? To a layman looking at the problems in the ministry from a global point of view at the moment, we see, for instance, that the adult jail at Kitchener is disastrously overcrowded; that Hillcrest, like all other training schools, is half-empty—

Hon. J. R. Smith: Not half-empty, no. It's almost full, Ms. Sandeman.

Ms. Sandeman: You've got some boys at Hillcrest School; you've got a school that

you're turning into a co-educational training school; and you've got a boys-only training school at Hillcrest. Would it have been very difficult, for instance, to have moved the Hillcrest boys to Grandview and the adult overflow from Kitchener into Hillcrest? Or would that have been too simple for the ministry? Am I missing something in that equation?

Hon. J. R. Smith: No, you're not missing anything. That was one of the first questions I was asked by a staff member at Grandview, and I think it's a reasonable one. I did consider that, and there was a great deal of thought given to it, but it was decided, first of all, to transfer the Cambridge facilities. The girls would normally go to Churchill House; in the future we'll start a programme for them at the assessment centre in a cottage setting at Oakville. And should this prove to be a successful programme we intend to integrate the Hillcrest programme—the boys who according to their classification should be at Hillcrest, before too long at least those youngsters should be at Oakville in a co-educational facility. So somewhere down the road, and the sooner the better, I'd like to see that Hillcrest is closed as well, because I don't like the facility, as I do not like the facility at Churchill House.

Mr. Chairman: Are you finished?

Mrs. Sandeman: Yes, I guess I interrupted Mr. Breaugh, who didn't get an answer to his question.

Mr. Chairman: Mr. Gregory wanted to say something. The list is as follows: Mr. Gregory, Monty Davidson and then Mike Breaugh.

Mr. Gregory: Mr. Minister, I want to get your comments on the situation regarding Viking homes. Now the reason I'm asking you will be apparent later. The situation in Peel region is, at the present time, we have a judge—

Mr. Chairman: I wonder if this is in order, Mr. Gregory, just on this particular vote, rather than vote 1403. If you take a look at it, maybe you'll agree with me that it's more properly under the juvenile programme.

Mr. Gregory: Possibly so, Mr. Chairman, if you see fit. It has to do with funding and that's the reason I raise it here.

Mr. Chairman: Well, I'm giving a certain amount of latitude, because planning and support services is obviously a very broad subject. Still I think we should somewhat restrict ourselves since we have the whole

area, first of adult and then of juveniles, coming up.

Mr. Gregory: I wonder why we didn't do that with the previous three questioners.

Mr. Chairman: No, because they were dealing specifically with support services, as I saw it, within the ambit of what had been previously discussed here.

Mr. Gregory: Okay.

Mr. Chairman: Are there further questions? Mr. Monty Davidson.

Mr. Davidson: I'd like to get back, if I may, to the planning aspect of what is going on, particularly at Grandview School, having just toured that facility this morning myself along with members of the city council. Perhaps you can tell me why it is that the renovations that took place within the Grandview School, out of the five buildings, most of the renovations are in four of the buildings which probably are going to sit vacant for some time to come until the ministry decides when, in fact, it will put in an adult retraining programme there, because it has not, as yet, committed itself to such. It said it may be turned into an adult retraining facility. Why was that programme carried out if, in fact, there was knowledge that it was going to be closed down?

Hon. J. R. Smith: Mr. Carter, could you come forward please? I can say that the Churchill House, the one building where no alterations took place, is virtually a jail for girls and very few modifications have to be made for that. It's in good condition and it's a secure facility.

Mr. Carter: Could I ask the member to rephrase the question again? I was sitting at the back and I may have missed part of it.

Mr. Davidson: Yes. Having toured the facilities of Grandview School this morning, why is it that the major renovations for converting the facility into a co-educational school were done in the four houses which now, supposedly, will be closed in anticipation only of converting those buildings into an adult retraining centre? There has been no commitment directly from the ministry, other than the fact that it may be. Why was that money spent if, in fact, as the minister says, there was planning some time ago that that school would be shut?

Mr. Carter: I'd say, first of all, that the plan for co-education goes back more than just 12 months. We're talking about quite a

while ago. First of all, the four cottages you mention are exclusive from Churchill, and those were the cottages which were going co-ed. What you have, in simple terms as I see this, sitting at the back of the room and listening to the comments, is merging priorities in the juvenile division to go co-ed. with declining counts, married with a priority in the adult division for a facility, namely Churchill House. So a decision is made within the ministry to not really close Grandview as a training school but to revamp it as an adult facility. So on the site you're going to have an adult facility, namely, Churchill House, you're going to have what was a juvenile facility being revamped either as an adult training centre or as a facility to be used under the proposed Youth in Conflict with the Law Act, which is something we could get into at some length.

Mr. Davidson: Getting back to Churchill House and planning the so-called conversion into an adult male centre for the overflow from Kitchener and Guelph, how do you expect to house approximately 60 people in a building that was made only to accommodate 32?

Mr. Carter: Not wishing to pre-empt the adult division, which is vote 1402, but if I recall the facility, it has capacity for 32 children and the potential dormitory space in the basement—which is above grade as I recall—I would estimate could accommodate approximately another 30. So I think we have potential capacity for 60, but the adult division can comment better. From my perspective—and I think it would be your perspective also—that facility is much better used for adults, plain and simple.

Mr. Davidson: Well, it is not actually used as a maximum security at the moment. It's only a medium security—

Hon. J. R. Smith: Oh, yes, it is.

Mr. Davidson: Just one final question, if I may. I lost my trend of thought in making that comment. Were there any impact studies taken in that area as to what the conversion to an adult centre may have been? Was there citizen input or council input as to what the feelings of the local municipality might be with regard to that?

Hon. J. R. Smith: Excuse me, I would just like to say we are in an emergency situation there. We are into a more or less temporary situation until a new regional detention centre can be constructed. There is a capital outlay of approximately \$20 million involved. Hope-

fully the new facility some day will be constructed somewhere between Kitchener and Guelph, with proper access. With the financial restraints we are under now, that capital funding for such projects is just not available.

I was concerned with the whole matter of its location, and I was relieved when I did go there to see that it is well away from any residential community. I think that the setting is an ideal one. It wasn't discussed with the local mayor until after the fact had been announced. His Worship did express—he wasn't very pleased—I don't think he was very enamoured with the idea of a jail being on the Cambridge school site, and I think that's a natural reaction. Basically the community today doesn't always appreciate that the population of these facilities comes from their community.

Mr. Davidson: So you are aware that right adjacent to that property is the William Anderson School for Retarded Children, plus Carol Currier House north and south, which are homes for retarded adults, plus a building which houses the facilities for the Children's Aid Society?

Mrs. Campbell: Could the minister comment on that before you go on?

Hon. J. R. Smith: Mr. Chairman, I was unaware of the institutions, other than the last one. I think you are probably referring to the group home, which is one of the staff homes on the property. That has been under our operation I believe, or somebody is operating it for our ministry?

Mr. Davidson: No, no, the facility.

Mr. Carter: I am certainly aware of the facilities that are being mentioned, but again I come back to priorities within the ministry in terms of both the juvenile division and the adult division. These were considerations. But in the final analysis what we have is the conversion of a unit which the juvenile division feels it can rid itself of and the adult division can use.

Mr. Davidson: Getting back to the Hillcrest situation and taking up with the suggestion that Ms. Sandeman put forward of moving the boys from Hillcrest down to Grandview, is it not a fact that the Hillcrest facility is already on a site adjacent to an adult facility?

Mr. Carter: It is on a site adjacent to what I would say was a filled adult facility. What you are going to have at Grandview is a Churchill House which will be a jail

adjacent to—at least for a temporary period — a non-filled adult training centre, or a facility which can be converted into a young offenders' facility under a new federal Act which I think we are all aware of.

Mr. Breaugh: I want to get back to the original idea, which I tried to explore, of how you plan, if you like, a change in policy or a change in direction or philosophy, or one of financial restraint; actually making that happen. Forgive me for making the observation that there seems to be a good deal of discussion all over the place and discussion papers put together by both professional staff and people who are volunteering their services in this field. There does not seem to be a smooth transition, however, from what might be consensus at one point in time to what actually happens. It appears to be that someone decides they don't like this facility so they shut it down and they figure out what to do with those people afterward.

[4:00]

Hon. J. R. Smith: I'd like first of all to ask Mr. Carter to discuss the role of the task force which looked at this whole situation in juvenile facilities this past summer. Unfortunately, Mr. Daniels, our personnel director, is not here but Mr. Schaefer can say something about how we plan to accommodate staff transfers to other institutions and fields.

Mr. Breaugh: When you're doing that, could you particularly address yourself to how you plan when you have community agencies pick up children, if you're trying to work them back in? It strikes me that you've dumped a group of people on them and they don't have the resources, the people nor even the finances to carry the workload. You are claiming at one end that you are reducing staff and cutting back and changing direction. They are still existing; they are still on somebody's doorstep. How have you planned that transition from work you did with those people to work you now expect community groups to do with them?

Mr. Carter: One observation is that we have not, to my knowledge, dumped children on to the doorstep of CAS or what have you.

Mr. Breaugh: What's your word for it then?

Mr. Carter: I believe Dr. Hutchison will have figures on the number of children who've been admitted to the ministry under section 8. In other words, the judges are

continuing to send children to the ministry under section 8. Where they see a need and the ministry can satisfy that need, we are still receiving those children. To the best of my knowledge, that probably ranged between 70 and 100; around 100 over the last fiscal year. I know someone else here would have that figure.

I can't agree with your comment about planning because I know the interministerial planning which goes on through the policy field and considers such issues as closures, etc.; or transference of authorities or transfer of resources. I personally have seen this in action.

In terms of Grandview and other training schools we've either closed or turned to some other use, I go back about 18 months to a task force group within the ministry which looked at the utilization of all our schools, all our facilities, both community and training school, including the probation service. It looked at the number of cases we had at that time and were having and would have in the future, both in training schools and in the community. As you probably know, there's been a great change in the number of cases and clients coming to our ministry—a great decline.

We have to look at that priority or diminishing priority along with other priorities which are emerging. One of them is the potential passing by the federal Parliament of a new Act to replace the Juvenile Delinquents Act. The juvenile division is now down to about 700 children in training schools out of what was a 1,300 capacity in training schools; we've reduced it to 1,100. We could start to receive many more clients in the juvenile division. When we look at the closure of a facility or the revamping of a facility, we have to look at the future which is exactly what we're doing at Grandview. On the Grandview property, we're continuing, and I think very wisely so, to revamp that facility to make it what would have been co-ed. We're turning a girls' school into a boys' school and what could be a young adults' school for the future.

It would be very unwise to stop mid-stream with renovations which, I believe, have been referred to as costing \$45,000. To my mind that's insignificant in terms of getting a job done and getting a facility ready for the future.

We're at the stage now, I would say, in terms of reorganizing the juvenile division, where we've defined catchment areas. Services will be set up in particular areas to

serve the kids from those areas. The next stage is to go out and see which services are there and build services with the community agencies throughout, build them with our ministry and with the Ministries of Health and Community and Social Services, etc.

There's certainly no intent on the part of the juvenile division or the ministry to ignore what is out there, and help communities build facilities or services rather, for the future, for the use of all children, I would say.

I would say the planning is trying to be as cognizant as far as possible of what are the needs of an existing community, and I know in the example given, the phasing down of Grandview to become an adult facility, resources have been set aside from those closures to provide extra probation staff, and extra funds for group homes to serve the area in question. There may be some comment or some criticism that we are depriving a given area of the province of a training school. I think we are going two steps better, we are moving the resources from that school into the community service, probation and aftercare staff, plus into group home funds to buy group homes in that community and further west.

So in effect it's a conversion of funds which I think goes to satisfy a question which was raised the other day. We are putting the money up the line, rather than keeping it down the line, and I think we will all agree that money there is very well-spent in terms of prevention and diversion.

Mr. Breaugh: Could I just interject here? I don't have a training school in my riding, but what I do have are several, if you like, kind of half-volunteer, and half-professional agencies dealing with children who have some difficulties. They are constantly coming to me looking for funds in a number of areas, and the funds are just not available, and the children are there.

Now, you see what you outlined to me strikes me it probably works very well within the ministry; you seem to be solving your own priorities and moving from one situation to another with some planning at any rate. But at the other end, on the street in a municipality or riding that does not have one of your institutions, you are creating some problems, and they are having some difficulty meeting the needs of those children and those young adults. The funding is not there, nor are they equipped to handle it, nor really is there much access to funding, and that is posing a problem.

You know, you are just bumping it on down the line and the problem is there. A boys' club that traditionally does a lot of work with young kids in my area and cannot handle the kind of caseload that they have got now has applied for funds and got turned down.

Hon. J. R. Smith: Mr. Breaugh, I think the juvenile delinquency prevention is a new aspect for the ministry, so it's a limited budget this year, with the major proportion assigned to the city of Thunder Bay, a boys' club there. We thought there was a greater priority there, that it had hardly any facilities for teenagers.

Mr. Breaugh: That's fine, Mr. Minister, and that's the point I want to get at here, because if, in my view anyway, you had planned this thing out thoroughly, I would not have these people knocking at my door looking for money. If you say to me now your priority this year was Thunder Bay, that's fine, that's great for Thunder Bay, but what about kids there? That caseload is there, it is real.

I apologize if I use the word dumping, I would recognize that the intent was not there, but I think in many cases the effect is the same. The caseload has increased to a degree where they cannot handle what they are expected to do, and they are, if you like, alone and lonely, and need some help. I would like to see that kind of planning carried out, so that it didn't work just inside the ministry where you might change what you want to do with a given institution, but that it works on the streets, where the kids go, then that strikes me as being a problem to which you have not really sufficiently addressed yourselves.

Mr. Carter: I am not familiar with your community—

Mr. Breaugh: That's part of the problem.

Mr. Carter: —Oshawa, but the issue here as I would see it is the ministry set aside some funds in the last fiscal year for prevention projects, street worker projects and this sort of thing, and we had applications from a number of communities. This is well-publicized; as I recall we did put out a press release.

The minister has referred to Thunder Bay, which received, I think, a sizeable amount of funding for such a project. I believe at least another 10 communities have put together proposals, and I would say that we have expanded the budget we had originally. It

will be expanded in this fiscal year, and we have committed our funds and I guess it's unfortunate that perhaps your community did not show the initiative, or what have you, to apply for such funds, because many did and many are receiving funds. This area is, I think, one of the key areas of the ministry right now—this reallocation of resources away from traditional approaches to new approaches, and I am happy to say that we have a number of projects mounted.

It also occurs to me that I would be remiss if I didn't comment on our probation and aftercare service. We have managed, I would say, over the last 12 months to reduce our caseloads in the juvenile division to approximately 35 per case carrying officer. That means officers have more time to work in terms of front-line prevention out on the street—not with clients of the ministry, let's say probationers or wards from training schools, but work out in the community with kids in general.

I know this is happening and I know it is certainly seen as a role of the ministry that probation and aftercare staff would be doing that. But, specifically, the ministry has funds and is spending funds on prevention projects and communities are participating with the ministry in this regard. I guess it is lamentable here that perhaps funds aren't going to your community.

Mr. Breaugh: That is not really lamentable, I just want to pick up on one point, because I asked you about how you planned and informed and all that. You just said, and I find this a little unbelievable, that your method of informing was a press release and that you invited people to apply and that you allocated funds on a priority basis. What happens to those kids who, unfortunately, don't go to one of your priority areas? What happens to a community that unfortunately didn't read or pay enough attention to your press release? I mean, that's not planning.

Mr. Carter: I am trying to give an indication of how widely it was publicized. It was publicized in the newspaper. It was—

Mr. Breaugh: Excuse me though—

Mr. Carter: —publicized in the Legislature.

Mr. Breaugh: —the press release from Queen's Park goes in the round file too many times.

Mr. Carter: As I recall, this issue was voted on last year in the House and funds were passed and appropriated appropriately. At that time, a co-ordinator of prevention pro-

jects was taken on board who went around the province and attempted to endeavour, along with our probation staff which knew community groups, to elicit proposals. It was not just a press release and I think that gives an idea of the extent to which this would have appeared. I know that in many of the local newspapers across this province our press release did appear.

Mr. McClellan: What was the total amount budgeted for that programme?

Mr. Carter: It was \$200,000 as I recall, for the last fiscal year. I think we have expanded that now to approximately \$350,000.

Mr. Chairman: Douglas Moffatt.

Mr. Moffatt: Mr. Chairman, I want to talk about the planning business again. I just wonder, picking up on your last comment, if municipalities were informed by this officer who was appointed, which municipalities were informed? It may well have been that people went to somebody in a region, such as the region of Durham, where there is, in fact, in the town of Newcastle, an institution and it was assumed that because there is a facility there which is in Correctional Services, that this kind of preventive measure was not necessary.

Mr. Carter: As a matter of fact, I don't have a list of projects here. I was planning to have them available for the third vote. It strikes me that out of the 10 or 11 projects to which I have alluded, I think invariably almost all of them are in communities that lack an institution. I think of Thunder Bay, I think of Burleigh Falls, and I think of some of the small native communities in northern Ontario, and so on.

The issue of a training school in relation to where these projects have been initiated—there is no resemblance. As a matter of fact, we are trying to plug in these projects in communities that lack services and resources like Thunday Bay which does not have a training school and in native communities in northern Ontario.

Mr. Moffatt: I am not attempting to bait you or anything, but it seems to me that the two statements you have just made—the last and second last—are in conflict with each other. It would seem to me that when you have a facility, such as the Pine Ridge School at Bowmanville, and you have a community such as Oshawa with a fairly high incidence of need for this kind of preventive programme, that what is in existence at the Pine Ridge School would be extended to serve

that greater area, rather than only picking those areas which are sorely in need of some kind of service. I think that a lot of times we could act in a planning sense, to plan with what we have, to prevent greater need in the future.

I think if Michael is being critical and if the rest of us seem to be critical it is on that particular point that we might be most critical.

I would like to go to the business of planning a little bit further. A week-and-a-half ago the minister announced that the Cold Springs Camp, in conjunction with the Pine Ridge School, was to be closed. I would like to ask what sort of planning went on there, in the real sense, where the local municipalities, the region of Durham, the town of Newcastle, the township of Hope and the school boards aligned with those municipalities, were they taken into the discussion early so that alternate uses of that particular facility could be made available?

Mr. Carter: Yes, and to the best of my knowledge, we are about to sign, or will sign shortly, a contract which exemplifies the partnership arrangement that you are suggesting with local boards, etc., so that that facility will be used, certainly not just by the Ministry of Correctional Services but by all those other agencies or boards in those areas so that children, say, from Newcastle, etc., can use that site. Those discussions, to my knowledge, go back many, many months. [4:15]

Mr. Moffatt: If I might ask, how far back is many, many months? Last June?

Mr. Carter: I don't have a date in my head but I would have said at least the fall.

Hon. J. R. Smith: Some of these training schools have some superb recreational and physical recreational facilities all the way from swimming pools to playing fields, skating rinks and so on. Wherever possible, there should be the maximum community use of these. I know in your case, Mr. Moffatt, in the Bowmanville school the superintendents related to me how there was so much community use that there are not enough parking facilities in the late afternoon and early evening.

When you get up to a place like Cambridge, I am surprised there is apparently very little community use of the small hockey arena they have there. It's a converted drill hall that the Wrens used during the war. I think in many areas we can co-ordinate

and perhaps develop better use of these facilities. I hope that even if the Cambridge school is closed there should be some kind of community programme in Cambridge to use those facilities. I just wish I had them in my neighbourhood.

Mr. Moffatt: That is why I raised the question of the Cold Springs Camp because, to my way of thinking, it is one of the ideal facilities that every school board in the province should look for in the way of an outdoor education facility. It is surpassed by none. The amount of money spent on that facility over the years is unbelievable, I am sure. But now that it exists and now that it has been closed as part of a correctional facility, how will it be used? Will it be used as an outdoor educational facility? Will it be used as a community recreational area? It has potential there to be really something for not only your ministry, but all of us.

Hon. J. R. Smith: The taxpayers will be waiting for it.

Mr. Carter: I agree with everything you are saying. The contention at the moment and in the recent past was to enter into an agreement with local people so that all of this could happen.

Mr. Moffatt: With which local people are you going to enter into an agreement? There are conflicting versions as to who is going to be running this particular facility now. Is it going to be run by a group of very efficient skiers who are interested only in that? Or is it going to be available to the greater community? I simply am interested in making sure that when these things do go to a community use that they are representative of the entire community and not a very narrow stratum.

Mr. Carter: I have Mrs. Samler in the room. Mrs. Samler is the regional administrator for that region of the province and she oversees Cold Springs Camp. Is it appropriate to ask Mrs. Samler to come up?

Mr. Chairman: Yes.

Mrs. Samler: In answer to your question, we have a tentative contract with the Ganaraska Region Conservation Authority which would be using the Cold Springs Camp for educational programmes connected with the local school board. Our next meeting with them is on Thursday and we are at a point where we are working out details of the contract.

Mr. Moffatt: Is the local school board involved in that meeting?

Mrs. Samler: I'm not sure. I have not attended directly. My assistant has been involved but I believe they have certainly been in touch with the Ganaraska Region Conservation Authority.

Mr. Moffatt: The school board?

Mrs. Samler: The local school authorities. If you were asking whether they attended the meetings directly, I am not certain of their attendance.

Mr. Moffatt: Okay, thank you.

Hon. J. R. Smith: That is the best group, though. You have two school boards and I know in that area the separate school board and the public board don't necessarily overlap. They have different boundaries, I think.

Mr. Moffatt: I won't pursue it that much further, except to say that before any final agreement is entered into with such a use, I would require that to be one of the really fundamental things that should be done—that it be very clear that the schools concerned be involved at the grass-roots planning level, in order to make sure that we don't turn a facility over to a well-meaning body, the conservation authority, which may interpret education in a very narrow spectrum. Education does not just mean those people who are interested in catching butterflies. That is what I am concerned with.

Mrs. Samler: I think we would share that concern as well. One of the difficulties is just how to tap all the resources.

Hon. J. R. Smith: May I interject? Apparently the conservation authority owns the land. They will be leasing it from them.

Mr. Garraway: Mr. Chairman, the Ganaraska Conservation Authority does own the property. It was a leasing arrangement made some years ago when the training school in Bowmanville decided to build an outdoor education unit there. Part of the lease says the property should be turned back if we do not use it.

Mr. Moffatt: That puts a whole new complexion on it.

Mr. Garraway: The only point in the whole arrangement is that the buildings that are presently on the site were built by this ministry. An arrangement has to be made between the conservation authority and this ministry for the leasing of the buildings. So we will

have some input. If the decision is to lease the property to the Ganaraska Conservation Authority, we will have some input into determining that the unit be used for outdoor education facilities by the local boards of education.

Mr. Moffatt: As long as I am assured that that input will be made.

Mr. Garraway: Yes.

Ms. Sandeman: The discussion we have been having on planning under this vote has circled around planning for various institutions, various bodies of clients of the ministry. I wonder, Mr. Minister, if you could clarify for us just how much influence your ministry has in planning in the overall Justice field.

Do you have to deal only with the clients who are sent to you and take it as given that the population, for instance, as you mentioned in your opening remarks, of the adult institutions is going to continue to climb and, therefore, your planning takes that as given and works from that point? Or are you able, in some sense, to look at that and say, perhaps, we do not like the idea that the population of adult institutions should continue to climb; we don't like being—perhaps you do—the province in a country which has one of the highest incarceration rates in the western world? Do you?

What I am asking you is, do you have any opportunity for planning to change that, should you want to? Can you get together with the Justice field and say, if you wanted to say so, "We feel it is inappropriate to continue to have to build adult and juvenile institutions? We as a ministry are on record as saying time and time again that Corrections should be community-based, but somehow or another the Ministry of the Attorney General, the courts, the judges, and the Crown attorneys don't seem to have got that message."

What influence does your ministry have on changing that overall picture, on planning on the broad range of justice in Corrections, if that's what you think is appropriate? You may have other priorities, and if you do, how do you get those priorities across in the Justice field? Maybe you and your senior civil servants would like to put every offender in an institution.

Hon. J. R. Smith: No way.

Ms. Sandeman: No, I know that. But you have got particular philosophies. How do you get across to the Justice field in general what

your philosophies are? Do you have any influence on planning in that broad sense, or are you just helpless—

Hon. J. R. Smith: No.

Ms. Sandeman: —when those convicted adults come flooding in and you have got to keep on building or converting institutions to deal with them?

Hon. J. R. Smith: No, out of every crisis in the Justice policy field there usually comes some good. One of the very positive things was my ministry's diversion submission—ideas for diversion. The Attorney General (Mr. McMurtry) has come forward with a policy paper on changes to the Summary Convictions Act. We realize there's an urgency, really, to taking new direction in the whole matter, as opposed to keeping on incarcerating people. I am hopeful that something's going to come out of it from the Justice field.

Ms. Sandeman: You didn't sound very hopeful when you said in your opening remarks, I think it was something like, "Inevitably, the population of adult institutions would continue to grow." You sounded to me rather resigned to that fact.

Hon. J. R. Smith: We have to have a diversion programme take place. I think the restitution programme, a pilot project in Ottawa and Kitchener, is something I would like to see right across the province. I know the community wants it as well; it's a positive programme. As I say, the Attorney General would like to change the Summary Convictions Act.

When these things come together—government might move rather slowly—the sheer numbers and, I think, the ineffectiveness of the rehabilitative programme because of overcrowding in these particular facilities are going to bring it about, but when I don't know.

Mrs. Campbell: Mr. Chairman, I'd like to pursue some of the statements or questions which have been posed because I wouldn't like the impression to be left that somehow or other judges, particularly in the juvenile courts, have any real opportunity to change anything. I think most of the judges have been very concerned that too many children have been placed in the training school environment because of the sheer lack of any other facilities available to very badly damaged children. This has been going on for ages and everybody knows it.

The fact that your population or your clientele, as you word it, is dropping—I trust with all my heart and soul—doesn't just mean that judges are taking a position that they can't see the children going into training schools and therefore there's no place for them so they'll let them get out into the community until they get into some very real troubles. That was definitely a very serious consideration some time back. That may, hopefully, have improved.

I was interested in the statement that the casework load for probation officers and for aftercare officers has been dropped. Does that apply, may I ask, across the province? Is that a global situation? How does that relate to the situation in Metropolitan Toronto?

Mr. Carter: That's a provincial average and to my knowledge Metro Toronto is slightly above 35.

Mrs. Campbell: What is slightly?

Mr. Carter: I do not have the figures with me now but I would say in the range of 40 to 50. We're only talking juvenile again.

Mrs. Campbell: Yes, I'm only talking juvenile at this point. The interesting thing is that I wonder just—

Hon. J. R. Smith: Excuse me, Mrs. Campbell, Mr. Chairman. I wonder if Mr. Carter would perhaps clarify your question about where the youngsters are going if they're not going to training school.

Mrs. Campbell: That's right. I'd like to know because the children's aid societies are so badly cut back that they can't handle the situation. Mental health had to give up the group schools. I know they were taken over but how do you look at the planning?

Perhaps because I wasn't here last week I'm being unfair and I don't wish to be, Mr. Chairman. It came through, in all the answers on the planning questions, that the minister replied about staff. I'm not that concerned about staff. I take it that all these staff people here will ensure that staff probably gets accommodated. I'm concerned about the children.

[4:30]

Hon. J. R. Smith: Before Mr. Carter answers that, I will just clarify that I'm not convinced the programme being offered at Cambridge and Churchill was giving the best final result for the girls.

Mrs. Campbell: Oh, I can tell you!

Mr. Carter: To reinforce the minister's last comment, what the ministry has done is shift its resources to meet the needs of children away from the traditional approach, which is residential care in training schools, up the line to probation and to group homes in the community. So the judges, let's say reciprocally with the ministry, see a greater flow of children going toward probation and going toward group homes. As I look at the counts now, they run around 700 to 750 children in training schools. This is down considerably from three, four or five years ago. I would say, from my position, that what we've tried to do is develop these resources and test them out; and, if they work, then we shift more resources in that direction. I would say we're now expanding and yet consolidating our group home programme; in probation, I would see our trying to continue to expand the probation service, because again we say the best delivery of service and resources to children is going into the community.

Hon. J. R. Smith: I think too, Mrs. Campbell, on the whole matter of a child being in training school, as was mentioned by the hon. member for Peterborough the other day as well, that even if a home has some faults or weaknesses, it's still basically the best place for the child, in a family; and, through probation, after-care and support services, more of this is taking place, rather than the removal of children from their homes. I've talked to many of the old-timers, sometimes at their work, and the change in emphasis is quite dramatic, say, from five years ago, to see that a child is sent to training school.

Mrs. Campbell: I think we all idealize that situation, and it's nice to make those statements. I suppose it's too early to know how effective is the new thrust to enlarge probation. In your planning—and this is all we're talking about here—for probation services, how much have you put into the multicultural thrust of the community? I can recall fighting to get a Portuguese probation officer in the court here. One would have thought that if anybody had a plan in their head, they would look at the situation of the need of children from the various communities. It is nice to believe that there are certain communities so strong that their children are never in need of the offices of the courts and the structures, but I'm saying that I think that ain't necessarily so in our modern society.

Hon. J. R. Smith: Mr. Chairman, Mr. Carter will answer that. I might possibly also mention what we're doing with the native

peoples, because there is a definite programme for native people in their communities.

Mrs. Campbell: Yes, but what about the native people in Toronto, which is not really "their community"?

Mr. Carter: To the best of my knowledge, in Metro Toronto we can respond to any language—and Portuguese is one of them.

Mrs. Campbell: Oh, yes. You can respond, as you did in the past. Your planning for the Portuguese in the past was that you got a volunteer in the community to work with the family and the child, and then you had a probation officer in charge. In one particular case where I specifically recall demanding that there be a Portuguese probation officer, the officer coming to report stated that he guessed, because he once flew over Portugal, that he was qualified to handle the case. That is not planning and it's not responding to a need. Could I have a definition of what we mean by responding to that kind of a need? Because if you're planning, it's essential that I know what you think before I can understand the plan you're going to come up with or have come up with.

Mr. Carter: Mr. Chairman, I'm not aware of all the language qualifications of our paid staff in metro Toronto and again I would have to respond that if we do not have paid staff, we endeavour through other means, through language groups, etc., to provide the service.

Mrs. Campbell: Sure, volunteers.

Mr. Carter: Incidentally, Mr. Chairman, I wouldn't want to minimize the role of volunteers.

Mrs. Campbell: Neither would I, but by the same token, when you tell me that you can respond to all these needs and you're telling me they're volunteers and you expect these volunteers to work very often around the clock with families, and all I can say to you is you don't know a thing about the necessity to plan in this area, particularly when you're putting the emphasis on probation rather than some other kind of service with a social and family service in the community which now can't do it anyway.

Mr. Carter: I know, Mr. Chairman, at least 12 months ago I recall when we had probation vacancies in Metro, we went out deliberately and hired Italian staff and, as I recall, Chinese staff. Again, not having some of the figures before me, I would expect that

we have endeavoured to hire and probably or perhaps have hired Portuguese staff, if that's a particular need and I know it is.

Mrs. Campbell: You had hired one as a result of my pressure. I don't know whether you have added to it but that wasn't planning, that was responding to pressure. I want to know what your planning approach is.

Mr. Carter: Of course, in some cases, it is hard to forecast the development or growth of an ethnic group in a metropolitan area like Toronto and what is going to emerge as a delinquent group, if that is the issue. I think invariably we get into issues of qualifications of staff and whether we can recruit and hire suitably-qualified individuals who possess a skill, say, in Chinese or in Portuguese, etc. But it is certainly seen and known as a need in Metro Toronto.

In the north country, of course, it is a different need—a different requirement—staff with native-language skills. We go out with scholarships; staff go out into the rural areas seeking native individuals who will work with us either in probation or in training schools or in group homes, and from my experience, particularly in the northwest, we are becoming more successful in attracting native staff and native volunteers.

Mrs. Campbell: Mr. Chairman, I won't belabour it but again perhaps it is something that should come later. It's just on a question of planning: when you see native children in the courts with their parents and the only person to really speak about an experience with a child is a middle-class Anglo-Saxon who says to a judge "This child doesn't articulate," you really wonder what kind of planning we're talking about.

Hon. J. R. Smith: I think one of the good things apparently happening in Metropolitan Toronto is the native peoples' association. I forget the official name of the group that hopes to establish a native peoples' centre on Spadina that will undoubtedly give that—the Ontario Bible College—

Mrs. Campbell: They are moving out of Beverley.

Hon. J. R. Smith: —will give them a really adequate facility to provide the range of facilities to this growing community and I know there are many agencies interested in the group. It is spread undoubtedly right across Metro and it is a very diverse group of successful young people. Any other range of single people who have come here with-

out any roots or employment opportunities, I'll undertake to promise you that we will work very closely with them and try to develop some definite programme here in Metropolitan Toronto because I agree with you. I was in last night at ATC in Brampton and I know one or two native people there at the meeting—inmates—and I can understand it's a very lonely experience for them—being in a sea of alien people.

Mrs. Campbell: It's inhuman.

Hon. J. R. Smith: Yes.

Mrs. Campbell: May I ask finally, if you're going to have that kind of thrust, is there planning to ensure that there will be some financing or is that one of those dreams that people go through?

Hon. J. R. Smith: There's approximately \$40,000, I believe, for bursaries or scholarships for native people. I think you raise a very valid point, Mrs. Campbell, and it's something that has not been a practice of the ministry. I assure you from now on I think some of those bursaries should be given to native people here in Metropolitan Toronto. Too often we overlook the fact that they are a community with needs right here and they aren't necessarily in Moosonee or Kenora.

Mrs. Campbell: I don't want to take anything away from those areas. I'd just like to add to them.

Hon. J. R. Smith: And undoubtedly many young people, if we could reach them, were interested in careers in this field and could make a major contribution.

Mrs. Campbell: Well, they're always struggling for funds.

Hon. J. R. Smith: I think one of the problems—I was talking to a Mrs. Clark—

Mrs. Campbell: Anduhyau House, if you know it—

Hon. J. R. Smith: Yes, I do. I've met their director.

Mrs. Campbell: They are struggling for funds all the time.

Hon. J. R. Smith: And one of the things, of course, with native people—I think it is their hallmark, I know of Cree people—is that they're so modest and so very, very reticent to come forward to demand things. They're such gentle people.

Mrs. Campbell: Because they feel they're in an alien society.

Ms. Sandeman: I would just like to say, Mr. Minister, that I know that the ministry is trying now to provide services for native people by native people and that there is a planning component in that. But I'm scared sometimes that it's window-dressing.

You know what you ought to be saying, and you're saying it. I look in your last annual report in which you say that two native persons were appointed to supervise native adult probationers and parolees. One officer was posted to the Sarnia office for supervision of Kettle Point, Walpole Island and Sarnia. That's a pretty large area for somebody to cover. The other was stationed at the Peterborough offices. That sounds great. The planning there is good. But the way that at least one of those probation officers was treated I think just doesn't carry through with the planning that the ministry had in mind.

The officer at Peterborough was hired, it says here, to supervise native adult probationers and parolees. He didn't get a native caseload until last month and he's been in the ministry now for a year and a half. He was taken on at first as a contract position with the understanding that it would be made a complement position, but in January of this year when the complement position should have emerged, it wasn't at all clear to the senior or to the—what's the next level in Kingston? It used to be Tofflemire—that in fact, he could become a complement position. That situation, for a fellow who is married and has a family and had taken on that job understanding it was going to be a permanent position, was pretty disastrous. They left him hanging until about five days before the end of the contract. Then they informed this Ojibway probation officer that in fact he was going to be a complement position and recently he has started to work with his own people on the reserve.

This is what I said in my leadoff remarks—

Hon. J. R. Smith: All I can do is, I can apologize to—

Ms. Sandeman: —the words are terrific, but sometimes the substance isn't there.

Hon. J. R. Smith: I apologize in that particular gentleman's situation—

Ms. Sandeman: I think you should.

Hon. J. R. Smith: —because it was really unfortunate. If there's any person in this government who wants to go all the way with

native people, it's myself. I'm committed to this. In fact, in opening the ministry office I had a chance to speak to a number of groups about Miss Bigwin and other representatives in some of the native peoples' arts organizations. I said, "You know, I'd dearly like your organizations to come forward with names for my advisory committee on the treatment of the adult offender." I have yet to receive suggested names; here again, because I realize they're by nature not aggressive people. I want to see this and I intend to see that my advisory committee has native representation.

The other thing is that in northwestern Ontario the finest correction resource centres are two that are fully staffed by native people in Red Lake and I forget—what's the other community? Red Lake and Sioux Lookout? [4:45]

Mrs. Campbell: Is Milly Redmond on your advisory committee?

Hon. J. R. Smith: No.

Mrs. Campbell: She has worked in the adult courts ever since I was one of the founding directors of the Indian Centre when it was on Church St. in Toronto. She has been daily in the courts.

Hon. J. R. Smith: Milly Redmond?

Mrs. Campbell: Milly Redmond of Anduhyun House.

Hon. J. R. Smith: I have met her, yes.

Mrs. Campbell: Well, if anyone knows the problem in the city of the Indian and the native person she does. Her work has been pretty well confined to the courts until she got into Anduhyun House. That was her job with the Indian Centre, then the Native Peoples Centre on Beverley St.

Mr. Chairman: Any further discussion on item 3?

Hon. J. R. Smith: Dr. Hutchison, you are involved in the native peoples co-ordinating group.

Dr. Hutchison: Mr. Minister, if I might comment, with regard to Mrs. Redmond and the role of private agencies, at the present time the federal government and the provinces have organized committees all across the country to identify precisely what is the role of the private agency in the field of corrections, what is the proper division of labour, and what areas can they perform better, in the sense of not only economically

but bringing other points of view to perhaps better express the public concern or interest in corrections, than government. Mrs. Redmond is a member of our provincial committee, and I am acting as chairman of that committee.

What you have said is a very real issue as far as Mrs. Redmond is concerned. I might say that this lady told me that she spent almost 30 per cent of her time going around looking for financial support, funding, for her very worthwhile work. She straddles the whole field. What she does is deal with native people, and they may come from as far away as Vancouver. They are all in need. They may not fit into programme A or programme B and so on. Anyway, I hope that, apropos of what you were saying and what was said here about the volunteer agencies, we all know they are running into trouble generally in the social service field, because so much of their funding depends on raising their resources from the community—that is, their financial resources—and like everything else that is drying up to some extent and more and more they are turning to government.

I'm not talking about correction, but a lot of these agencies are capable and, in fact, many do take some sections of the correctional field and deal with them very professionally. They do it very well. I hope—and certainly I can guarantee that we will do this as far as Ontario is concerned—we will come up with some rationale of how the private agencies ought to function in the correctional field, both in terms of the philosophy of their participation and the actual participation, at what point they need to be supported to get off the ground and who takes over once they get going and things of that sort.

We will be able to do this for Ontario. We have a provincial committee, which Mrs. Redmond is on. Their court workers are attached to every Indian Friendship Centre in Ontario and she will link to those centres. We have some 14 local committees, all across the province, representing the private sector. We will put that all together and we will feed this into the federal government committee, which will go through a master committee. You know that kind of a thing.

Mrs. Campbell: Oh, God.

Dr. Hutchison: Anyway, it is mulled over by people of considerable stature in the community who presumably—

Mrs. Campbell: Over a thousand years.

Dr. Hutchison: No, with all respect, I hope it will be faster than that because there are deadlines on these—and then from this ought to develop a rational policy of linking the private sector into corrections. I am sure that that will happen.

Mrs. Campbell: You do realize that some of the girls in Anduhyaun House are brought there by the police. It is in many cases a preventive service that they are carrying out and their assistance has come through Comsoc basically, with matching funds I think originally from the federal government. But they have a thrust into the whole field of corrections as far as the girls are concerned. They would like to open up a co-educational operation there but there is no way on earth that they can expand.

I listen to people talk about planning, and every time in my experience it has come back to a bunch of people who are going to get together and submit a report to the federal government and they are going to mull it over. Perhaps if at some stage the people in this Legislature could be privy to some of the thinking, we might exert pressure to see that we get something a little faster than the 20 years down the road that we seem to experience.

Mr. McClellan: Let me just add some reinforcement to what Mrs. Campbell has said, and maybe make it a bit stronger.

It is totally unacceptable to us to continue to plan services to native people on the basis of some kind of hope for a federal-provincial consensus. We have been going that route now for 10 years at least and it has been the most futile sorry exercise—and a particularly shameful exercise as it relates to native people. The time has come for Ontario to stand up and recognize its responsibilities in the field of services to native people—to stop playing the copout game of waiting for the federal bucks, or waiting for the federal consensus.

We are still the wealthiest province in the country. We can afford to provide services to native people without always having to go on our interdepartmental knees to Ottawa and engage year after year after year in that futile and sordid exercise. We have enough experience with this kind of stuff to know that it leads nowhere. The time has come for Ontario to face up to its responsibilities and take some real initiatives. If Ottawa wants to come in on the basis of what Ontario is proving and demonstrating that's fine, but Ontario needs to act.

Hon. J. R. Smith: Mr. Chairman, I would like to say to the hon. member from Bellwoods that we have taken our own initiative in Ontario. We have led the way with two correctional resource centres for northwestern Ontario. That's our totally native people operations—

Mr. McClellan: That's fine but you don't need to wait on a federal agreement or development of a policy around the role of the private sector in the correctional field. You can move ahead. You can do it. You can fund it. If you are going to wait for the federal agreement, we are into a two, three, God knows how long process—a perpetual process which leads absolutely nowhere.

Mrs. Campbell: And of course the native people who are in the big centres are really not within the so-called "federal jurisdiction." These are human beings in our centres and we shouldn't continue to play games with them.

Mr. Breaugh: Mr. Chairman, I want to ask a question about planning. If I could nail this down maybe it could be a finishing comment if others don't want to pursue it.

This morning I came across this document that you just mentioned, the task force on the role of private agencies in criminal justice. It brought to a head a number of people who have made representations to me on the problems they are having. I want to read you the objectives which I find particularly startling. It says "to open communications"—not to make them better or improve them or anything like that—

To open communications between the private sector and government at the federal and provincial levels, and to ensure a thorough review of the relationship between the private sector and governments and the various roles fulfilled by both private and governmental sectors in the criminal justice field.

The second one is "to recommend appropriate structures for long and short term planning." Not to improve them or make them better, but to "recommend structures." This indicates to me that there aren't any there, at least none of a formal nature.

The third one is to recommend funding models and to indicate the kinds of commitments that governments need consider to ensure appropriate sharing of responsibilities and development or meaningful programmes and services, which really indicates to me

what's actually true, that there isn't any funding model there, that it's catch-as-catch-can in a great many cases.

The fourth one is to compile an inventory of programmes and services provided by the private sector and relating these to services provided by the governments. Here all along I have been operating on the assumption that such an inventory surely must be in place by now. Surely we must know all of those agencies, surely we must know how they relate to government services, and surely that's not a new field that has to be explored by a task force by anybody. Surely that's got to have chapter and verse written on it a long time ago.

The fifth one is probably one that I might expect, namely, to compile a descriptive analysis of gaps between government and private sector services with a view to recommending who should initiate future endeavours. Quite frankly, I thought that's what all of this planning should be about. I don't think you ought to get some kind of task force together. Surely we have a government agency in place to identify those things—in fact, I think before they happen—and to see that there are not gaps.

I was rather taken aback by this, and you brought it to my mind when you mentioned it. I have absolutely no faith at all in task forces on anything by anybody. But those objectives rather struck me, as I read over them this morning, because of the way that they are worded—not to improve the things that were there. I assume, of course, that there is some discussion back and forth. But I think we have had ample indications in the kind of comments and answers that we have had that a very thorough, ongoing process is not in place. The kind of planning that we would expect from the government of Ontario isn't there. That's not to say that there isn't any; sure there is. But there are lots of improvements to be made.

Hon. J. R. Smith: I agree. There is no—Dr. Hutchison?

Dr. Hutchison: First of all, I would like to say that what you have is simply a study guide that was prepared by a man by the name of Real Joubinville, who is acting as executive co-ordinator and who sent that out to get the project moving. We are not bound to that at all.

Let me mention some of the people on our committee. I understand the member is from Oshawa. Judge Dodds of the provincial court, criminal division, who has his driving-while-

impaired programme, has very kindly consented to serve on that committee and has attended two full-day meetings. We have Phyllis Haslem, who is well-known, I think, to everyone in Corrections; we have Keith Couse; we have 14 people on the committee. Mrs. Redmond is on it.

Believe me, that committee is not going to let anybody get away with other than telling it the way it is. The report has to satisfy all of them. I am merely the co-ordinator and I will put it together for them. It will reflect their views, their philosophy. What happens to it after that, I have no control over, but I am saying that this is not a whitewash.

One reason it is necessary to conduct this survey is because you have got to know what's out there. There are all kinds of people who are active in all kinds of things. This is not specifically correction; it's a criminal justice system. It goes beyond that, and so we have to include other people. For example, we have asked for Fern Alexander to serve on this. As you know, she has done a lot of work with youth and the police. I hope Chief Adamson will allow her to serve on this.

We are going well beyond, we are going right into the preventive end of it, because there are all kinds of educational programmes, all kinds of people doing things and all kinds of people who have ideas about what might be done. Judge Little, for example, the Little who is out in the Scarborough court, a very distinguished family court judge, feels that a lot could be done. He is not on this committee, by the way, but he has talked with us, and he feels that there should be greater use of the schools, to make these more community-oriented and make them centres of activity in which all kinds of recreational and other local social activities would take place. He feels this would do a great deal.

He refers to the Flint project, which is a project which exists in Flint, Mich., which has one of the lowest rates of juvenile delinquency in all of North America, because it has this kind of programme. Whether it would be applicable here I don't know but the point I am getting at is we have the very best of people putting input into this kind of thing and what we can pick up from the outside. Nobody is going to be able to get away with telling it other than the way it is.

[5:00]

Mr. Breagh: The point is are you going to do anything with it?

Dr. Hutchison: That will be up to the continuing committee of deputy ministers and the—

Mr. Breaugh: That's my problem, right there in a nutshell.

Mr. McClellan: We have been talking about the Flint programme for 15 years. It was always pointed to as a wonderful programme.

Mr. Chairman: The minister would like to say something.

Hon. J. R. Smith: I just want to say one thing. I would also like to mention the funding and so on. We have changed that. The new emphasis now is that rather than making a blanket grant to private agencies we are trying to develop a fee for service grant.

Mr. Breaugh: The way I hear it, it is more like a non-fee for service grant.

Mr. Chairman: Any further comment?

Mrs. Campbell: Yes, Mr. Chairman, as a result of that statement. Again, I don't really like hitting any of the civil service because I think they are circumscribed in what they do, but one has to question what a planning staff has been doing all this time when we have to come forward with this kind of a task force.

The thing that bothers me—and I have the highest regard for a person like Fern Alexander; she was the first but she has been pushed around in that police force. I wonder why we don't look, for example, at some of the very able members—if they are still in existence after the cuts to the police—of the youth bureau of the family court who are in day-to-day contact, rather than someone who is removed from any such contact in that kind of case. Or perhaps adding one of them to it. I think they are never in a position to be able to give advice and yet they are the ones who know what it is all about.

The other thing, of course—and one of the reasons why I am desperately sceptical about task forces—is that one never knows what will happen to the report. I am thinking of the daycare report which came out on Jan. 30. It cost people money and yet try to find out what distribution there has been of it. Anyway, the whole thrust of that was cut off by the minister.

It is this awful feeling most of us have that the report which came to you March 31 will never see the light of day. You will have it; we won't have it. We won't know what it said.

Another task force in the same vein, which can cost a lot of money and a lot of time by a lot of very good people, may never get anywhere. Meanwhile, we will be paying for a planning service which really hasn't been functioning very well in services to the people in this community. That is why I am getting fed to the teeth with all the task forces romping around the province. You can't even keep track of them and I think that is probably intentional so that unless we do a lot of research we aren't going to find out whether they have reported, unless the ministry happens to want us to have the information.

This is a growing activity of this government and one which I decry.

Mr. Breaugh: If I can interject here, one of the things that shakes my faith in the kind of planning this government does is to look at that clock. I know that this week there will be a task force announced to plan moving the clocks ahead an hour.

Mrs. Campbell: That, I think, is Government Services and as I said at the beginning they never know the time of day.

Mr. Chairman: Any further discussion on item 3? Carried. Item 4, administrative and financial services, any comment?

Mr. McClellan: I would like to know when there is a cut. Can you tell us what was cut? Am I wrong?

Hon. J. R. Smith: He wants to know what was cut.

Mr. Algar: The complement was reduced by six people.

Mr. Breaugh: Tell me what is covered under the heading of services. How many people do you have on contract?

Mr. Algar: I couldn't tell you that answer precisely—but I will just run my eyes over this one to give you some idea. Services include data processing and systems development, most of which is provided by Government Services. Temporary help is \$138,500, and that is mainly for people key-punching the programmes. Professional services is \$45,000. Duplicating and photo services—and we have a large microfilm system—\$42,000. Public liability insurance, because it falls in that account, \$24,000. Repairs and maintenance of equipment, \$2,000; and miscellaneous items, \$7,000.

Mr. Breaugh: I just can't help adding in passing, Mr. Chairman, that it costs twice as

much, like everything else, to run the administration as it does to do anything else in this particular department. Am I right?

Mr. Algar: It is half of the vote.

Mr. Chairman: The six individuals who have been laid off in this area, have they been picked up by the Solicitor General, by the Attorney General, or elsewhere?

Mr. Algar: No sir, Mr. Chairman. The executive director retired, and his secretary was moved into a position in the information branch. I can't honestly say, but I believe four other people were in the data processing area.

Mrs. Campbell: In the data processing area? What vote is it under?

Mr. Algar: Administrative and financial services.

Mrs. Campbell: If four of them went there—and yet you said this was cut by six people.

Mr. Algar: I didn't make myself plain.

Mrs. Campbell: Not to me, you didn't.

Mr. Algar: Four complement positions disappeared. The people left. I presume, through attrition. We haven't fired anybody from that position.

Mr. Breagh: I love the way you say that; you presume the people have "disappeared."

Mr. Algar: Forgive me, sir, but we have had a whole move to Scarborough.

Mr. Breagh: I know; it is quite sensible that you would lose three or four on the way.

Mrs. Campbell: He is still walking there.

Mr. McClellan: What accounts for the jump in your estimates from 1974 to 1975 to 1977? You have a jump from \$1.7 million to \$2.4 million, which is really quite substantial. What happened in the last two years to impel you to spend so much money?

Mr. Algar: I am still trying to find it. It was reduced this year, am I not correct?

Mrs. Campbell: From the estimates, there is a reduction—

Mr. McClellan: Yes, I am comparing the estimates—to be fair—the actuals from 1974-1975 with 1976-1977; you are up almost \$500,000.

Mr. Algar: That's right—and two years at 10 per cent inflation would take care of some proportion of that.

Mr. Breagh: I think 5.4 is fair.

Mrs. Campbell: Let's let them have 5.5.

Mr. Algar: The cost of services is 10 per cent. It is really inflationary, sir. If we went up a little, in actual fact we have gone down a little this year. It was mostly in the development of new data systems.

Mrs. Campbell: What was your actual last year? Could we have that?

Mr. Algar: We only closed our books on Friday, but I will give you an interim figure if you wish—\$2.3719 million.

Mrs. Campbell: So your estimates are up over your actual of last year, and you've dropped six people. These are just salaries and wages?

Mr. Algar: Yes. It's a relatively minor change really of \$70,000.

Mrs. Campbell: That \$70,000 used for services to people would go a long way.

Mr. Algar: Agreed.

Hon. J. R. Smith: Mr. West, one of the executive directors, is on sick benefits.

Mrs. Campbell: Oh, I thought the executive director retired and hadn't been replaced.

Hon. J. R. Smith: He won't be replaced, but he has a health problem.

Mrs. Campbell: He won't be coming back?

Hon. J. R. Smith: He won't be coming back.

Mrs. Campbell: I see, but he is presumably on some—

Hon. J. R. Smith: He officially retires in September.

Mrs. Campbell: May I just comment, Mr. Chairman, that I do think, when a ministry is here before a committee which is charged with the responsibility of examining the estimates, we shouldn't have any real facetious remarks about what people know; they should be prepared to answer questions, any questions which the committee may see fit to put. If we don't know where the people are, I think, in fact, we ought to, if we wish that information.

Hon. J. R. Smith: I'm sure Mr. Algar didn't intend it to be facetious.

Mrs. Campbell: He also wasn't able to give us the answers.

Mr. Chairman: Further questions? Item 4 carried. Carried. Item 5, personnel services.

Mr. Breaugh: What are they?

Mr. McClellan: It's always amazing that estimates can fluctuate. Is that because they've moved to head office, as I'm told? Again, from 1974-1975 to 1976-1977 you peak and then decline with a certain drama.

Mr. Algar: Is this in response to the personnel services?

Hon. J. R. Smith: Mr. Schaefer will talk on that.

Mr. Schaefer: Your question was, why the reduction this year, is that correct?

Mrs. Campbell: Why the fluctuation?

Mr. Schaefer: The reduction in the last year is simply a matter of transfer expenses of about \$300,000, which the ministry experienced with the moving of certain staff, primarily from Burwash when it was closed. The reduction as you see it is primarily that particular expenditure, which will not occur this year.

Mr. Breaugh: Could somebody just very quickly run down what you mean by personnel services?

Mr. Algar: Yes. It consists of four activities: personnel administration, which is the director's office, recruitment in both North America and overseas, and the review of candidates for employment—it consists of sections regarding recruitment—and classification and staffing. They are the major elements.

Mr. Breaugh: You're really spending as much money on this as you are in all of your planning and support services.

Mr. Algar: In some places they're somewhat misnomers. Planning and support services, many of the things we discussed this afternoon do not, in fact, occur within that particular branch, the planning and research branch. That's inevitable. Basically it's a secretariat.

Mrs. Campbell: Could you tell me how much you pay to employment agencies, professional or otherwise, to recruit staff in this ministry?

Mr. Algar: Nothing, ma'am.

Mrs. Campbell: None at all? I'm pleased to hear that. You are unique, I think.

Hon. J. R. Smith: Nor do we have any advertising agency.

Mrs. Campbell: I thought perhaps Foster had written the task force, as he did Wintario.

Mr. Chairman: The chairman can't get a word in edgewise.

An hon. member: That's a first.

Mr. Chairman: I heard something about overseas; was it in connection with recruitment, and what is done in that area?
[5:15]

Mr. Algar: Very little this year, sir, very little indeed. It was just one of the elements in the activities.

Ms. Sandeman: Could I ask a question? If you're considering recruiting overseas, I don't feel that the ministry has a very aggressive recruitment policy. I am very conscious that when I get journals or newspapers from Britain I see excellent exciting advertisements that really grab people that are about being a probation officer. I meant to bring some with me and I am sorry I forgot. But they are really interesting and exciting, and they turn people on to the activities in the field.

I have had, over the last three weeks in my riding office alone, three questions from young people who want to know how they find out about becoming probation officers, where they go. They say they never see advertisements in the newspapers and I say that is because I assume there are none. Go around the corner and talk to Joe Whibbs. It is just lucky that we have Joe right there in Peterborough.

I wonder why the ministry only advertises in Topical or by memo among its own staff? Is it because you don't have more complement positions to fill, or is it for some other reason which doesn't readily occur to me?

Mr. Algar: Generally speaking, there has been control over all outside recruitment for some months. I don't know if Mr. Schaefer can remember exactly the time.

Ms. Sandeman: I am talking about years, I think.

Mr. Schaefer: Over the years we have managed to keep a file of candidates available for probation, for social work, for psychologist positions, and so on. It really hasn't been necessary, in most instances, to advertise any of the positions if we are recruiting from the market. As you are aware, our ministry does have a regional personnel setup.

You mentioned Mr. Whibbs in Peterborough. We have eight such offices, and the information filters through those personnel people. They would interview walk-in candidates, receive applications, and forward them on into our central registry where our senior recruitment officer would maintain the file and send out applications across the province as required. Probably the most difficult area to accommodate has been in the northern parts of the province where we have had to do some advertising.

Hon. J. R. Smith: We do have a very good pamphlet on careers in Corrections and the next time it is reprinted a greater emphasis would be focused on females in correction.

Ms. Sandeman: No comment.

Hon. J. R. Smith: Also, there is the matter of cost. For the career adverts in the Globe and Mail I think it is \$700 for a career ad. But I would be very pleased if you would send Mr. Daniels a photostat of some of those UK ones.

Ms. Sandeman: Okay.

Hon. J. R. Smith: We can always learn from other places.

Ms. Sandeman: The great thing about those ads is that they are totally realistic. One of them I remember gave a list of adverbs which said: "Do you want to be excited, frustrated, challenged?" and so on. It was a very realistic kind of overview of how it feels to work in that field and not just the "dry as dust" stuff about applying to your local probation officer.

Hon. J. R. Smith: I think also the whole matter of not only probation aftercare, but the matter of correctional officers must be considered. They are the people we are looking for for this very difficult vocation. It is also a matter of prime concern to me as the minister because it is a new designation—correctional officer—as opposed to guard. In the Don Jail, for example, I was very impressed with the calibre of the young people who are being recruited. But, as you say, across the general community there probably is a lack of information. I have been asked these same questions myself because I am the minister. People are constantly wanting to know how you get into this kind of work and want brochures.

Mr. McClellan: I have a matter I perhaps should have raised under the previous vote, but it relates to your personnel practices, and

I think it is still relevant to this item. I am sure that at least the minister is aware of what can only be described as the odious practice of the Ministry of Government Services of contracting out the cleaning and maintenance of government office buildings to the private sector without any fair employment safeguards or minimum wage provisions in the contracts. What I want to ask the minister is whether his ministry is engaged in the practice of contracting out cleaning services for his institutional maintenance and cleaning services

Hon. J. R. Smith: The Ministry of Government Services looks after it for us.

Mr. McClellan: Then you are involved, through your ministry, in what is a very unsavoury practice. In fairness to yourself, you ought to make representation to the Ministry of Government Services at the very least to bring in minimum wage standards in your bidding practices so that, when your contracts go out for tender, you know that the bidding at least, will be on the basis of what is fair and the going rate within the industry and not, every time a contract comes up, re-tendering them at the minimum wage, which appears to be the practice. It's a truly shocking kind of situation, and you ought to be aware that the people who are being victimized by and large are immigrant workers—not just in Toronto but in other communities across Ontario.

You will recall the episode of Consolidated last fall. We hope that we don't have a repetition of that kind of practice in this province again, when a cleaning contract comes up after the workers have secured a collective agreement and a very modest wage increase and then find themselves facing the loss of jobs because their company has lost its contract to somebody who bid at the minimum wage.

I understand there are supposed to be recommendations coming from the Ministry of Labour that will be used to form government policy around these practices, but I just want to point out to you that because the Ministry of Government Services is doing this for you, you have a kind of complicity in it and you ought to make sure that these practices are halted.

Mr. Chairman: Are there any further comments?

Hon. J. R. Smith: I simply say that apparently there is a question on the order paper—I don't know whether it's your question or not—

Mr. McClellan: Yes, it is.

Hon. J. R. Smith: —and we're examining it.

Mr. Chairman: Are there any further comments on item 5? The next item is item 6, staff training and development.

Ms. Sandeman: I have some questions about staff training, which again come back to my original comments about the intent of the ministry so often sounding good but the practice falling short.

I was looking at last year's estimates discussions, and Dr. Potter mentioned that "the ministry's plans for the future include an increasing emphasis on staff training and development," and he went on to expand on that idea. I don't see an increasing emphasis on staff training and development; at any rate, it's not mirrored in the estimates.

I asked during the lead-off about the reduction in salaries; and I understand that that is because of the demise of the CAATs programme and that those people's salaries will show up elsewhere. But it seems to me that if, as the minister just said, we've changed the title from guards to correctional officers because we recognize what an important job that is, we really have to back up that kind of change in staff training.

I have grave doubts at the moment as to whether the staff training programme is really as thorough and as tough as the minister would like it to be. I understand that, in fact, there is a course for correctional officers which is about to be cancelled in the staff training programme because staff training is itself short of staff; that they've had problems with the CAATs people on whom they've been relying as staff persons. One of them, I understand, was pulled out from the staff training programme with no warning, leaving them short of staff.

I just wonder where we really are with staff training. I've seen the reports from research, the Evans report or whatever you are calling it. The words are terrific; but really, where are we at with helping, for instance the new staff members in the Ottawa-Carleton detention centre learn how to be an effective correctional officer in that really pretty upsetting situation. I've got two questions:— Have you got enough people in staff training? If not, why not? And secondly, how are the programmes going for turning guards into correctional officers?

Mr. Mackey: We have been going through a three-year period of re-organization and we are in the final stages of that now. In the first

18 months, beginning in January, 1974, we established, as a result of a ministry task force, regional co-ordinators.

We worked out, during that initial 18 months, a new model for the ministry. Part of it was the outcome of the Evans report which you mentioned. We established regional centres, four of them, staffed them with regional co-ordinators and staff training officers. We have also worked out a plan for secondments to beef up those staffs. We are in the process of rounding that out.

We also established, partly as a result of the Evans report, a ministry staff development centre at Highway 7 and Dufferin, on the Salvation Army property, which has eight staff.

Our staff has increased since 1974 from 10 members to about 24 or 25. We have finally firmed up our reorganization, staff-wise and facility-wise.

As far as curriculum is concerned, there has been a tremendous amount of activity. I think this is one of the reasons, perhaps, some of it hasn't been as visible to you as it might have been. A lot of the work we have been doing has been developmental. Our basic training course is now operable. It has been run in three of the regions; that's the two-week course with a three-day orientation for all ministry staff, followed by a seven-day course for the correctional officers; and it will be ongoing now.

All new members coming into the ministry will, as the Evans report recommends, get the five-day institutional orientation, the three-day ministry orientation, the seven-day correctional officer course and an on-the-job training period for four or five months, followed by a consolidation course. That is in operation now.

The task force report applies also to supervisors of juveniles, and that course has been revamped and up-dated.

I would be very happy to share some of this with you, if you would like to look at it some time. I think you would be pleased to see the quality of the curricula. So staff-wise, facility-wise and equipment-wise, we are geared up and we are through the pilot stage. I would say that the three years of development and implementation should be over by January 1977, and we should have a full-fledged integrated and comprehensive staff training programme.

Ms. Sandeman: Are you finding that the institutions are able to release their new staff for the staff training programme? I know that some of the institutions find themselves

rather short-staffed; I think again of Ottawa-Carleton.

Hon. J. R. Smith: Mr. Chairman, Ms. Sandeman is very interested in the Ottawa-Carleton situation and I should elaborate on what specifically is being done there to assist the staff correctional officers at Ottawa-Carleton.

Mr. Mackey: Yes, we ran a course there for correctional officers, as well as having had an awful lot of input at the higher levels. Mr. Garraway was quite involved, as was Mr. Hughes, in the development of that. Maybe they would even want to comment on it, because they really planned it with our assistant director in charge of the regions.

Mr. Chairman: Mr. Garraway, would you like to say a word on this?

Mr. Garraway: Mr. Chairman, early in the year we did run, at Ottawa, a two week programme for all correctional officers. Since that time, with the co-operation of Mr. Hughes, we were able to select 11 senior correctional officers at the sergeant level—the correctional officer 4 level—to act as trainers at Ottawa for the past two months. Their training programme will be complete at the end of this month. They were matched with the correctional officers at Ottawa and have been spending the last two months with them every day.

Mr. Breaugh: Could you outline briefly what you do on these courses? What is the curriculum like? What kind of training experiences do they get? What approach is taken with them?
[5:30]

Hon. J. R. Smith: Mr. Mackey can answer that.

Mr. Mackey: I have a package here with the curricula for the five stages in the basic training programme. To go back to a comment that was made a few moments ago: I noticed a paragraph here—this is a letter signed by Mr. Garraway—in which he is emphasizing:

From time to time an emergency may arise which would preclude the participation of staff in training courses. Such occasions, however, need to be minimized. In this regard, I would request your fullest co-operation and commitment to carry out these programmes.

So there is a direction from the top on that.

On the—was it the seven-day training course?

Mr. Breaugh: To be very blunt about it, how do you change somebody who has been a guard for 30 years and make him a correctional officer in 15 days?

Mr. Mackey: Basically, the courses we're talking about now are courses for new officers. We're now—

Mr. Breaugh: The old guys are left to fend for themselves.

Mr. Mackey: They're into a refresher programme, and that's a different issue.

Mr. Breaugh: What do you do to these people?

Mr. Mackey: We work on a group basis. If you want to get into the teaching philosophy, all of our courses are geared to participation and a sharing; they're very pragmatic and realistic. We find out exactly where the officer is at. We try not to work on an ivory tower basis with them. We have people who have had institutional experience involved in the teaching; it's very pragmatic and realistic.

I would say that the refresher course is the one area on which we have not gone as far as we would like. We've geared up the orientation and basic training programmes so that all new people coming into the ministry are trained in the early stages.

Regarding the refresher courses for middle-management, we're planning a course for 400 sergeants in the adult division. We have a course going on this very day for a number of people from the juvenile division. I believe we have the top 85 senior people in the juvenile division going through a concentrated programme. So there are a lot of refresher-type things going on.

For the correctional officer, that's an area in which we have the curriculum developed, but we're not quite ready to move into it yet.

Mr. Breaugh: What do they do? What do they do for 15 days? What do they talk about? What do they study? What do they learn? What new approaches do they get?

Mr. Mackey: Among the things they talk about are the problems and frustrations in their day-to-day activities. We can share the curriculum with you if you'd like to look at it. They're also fed advanced ideas on corrections; the cause of criminality, problem-solving techniques, the way to deal with

issues. As well, of course, there is a security overtone to a lot of what we do.

Mr. Breaugh: Excuse me for saying so, but for starters you really haven't convinced me about what you've done. Secondly, I find the kind of programme you outlined a little on the skimpy side. Correct me, I must be wrong.

Mr. Mackey: For each of the courses—for instance, here is the first five days of employment, there are seven pages of itemized details on the orientation course. For the next three days of employment there is a two page detailed breakdown of the content. For the seventh day there is another breakdown.

Mr. Breaugh: You see, we don't have the benefit of all this.

Mr. Mackey: I realize that, and I didn't know whether to take the time of the committee to be more specific.

Mr. Breaugh: Maybe you could give that information to me afterward.

Mr. Chairman: Any objection to giving that to Mr. Breaugh for the time being and letting him look it over?

Mr. Mackey: Sure, I'd be prepared, if any members who want this supplied, to get it to them tomorrow. Maybe on another vote we could come back to it.

Mr. Breaugh: The problem I'm having—and I'm really rather concerned about it—is I am familiar with a number of situations where we change the name, we take them out of that situation for three or four days and we say we have refresher courses, and this, that and the other thing. In fact though, in practical terms, we really don't do very much for anybody.

To my mind, you can't take somebody who's been working on a job for 15 or 20 years and convince him in five days, in any kind of training or therapy or group situation or whatever, that any of his ideas are wrong.

I'm afraid, too, even with young people coming in, though they might be very bright and have great initiative on their own, that it's not much of a course in anything. I have some concern that, at least in my experience, when you try to change things in that way, that anybody with any bright ideas got those booted out of his head in short order. I'm afraid you haven't outlined a programme that satisfies me very much in that regard. But I

appreciate that I don't have the information you have.

Mr. Mackey: I think you have hit on a real dilemma in training. You mentioned the word therapy a moment ago. Even people in intensive therapy find it difficult to change their behaviour, so what can be done in a one-week course or a two-week course? We realize these things, but as a result of our assessment of the courses we are running now, we are finding we are having an impact.

I think we have the kind of curriculum, and it has been a struggle to get it; we have the kind of staff, and it has been a struggle to develop them; who can handle the kind of training we think is necessary for a conscientious training programme in a correctional system. We're open and we're progressive about it, and within the limitations of time and funding we're running as good a programme as you can run.

Hon. J. R. Smith: I would like to add that it is now eight years since the ministry became responsible for the jails in Ontario; and I think we've come a long way. I would like to say, further, about Ottawa-Carleton, that I was there in February for a certain political gathering and took advantage of the occasion to pay a short visit to the Ottawa-Carleton centre. There is improvement there every time you go back, and undoubtedly one reason is the staff training and the role of the officers in the institution. For example, the sergeant's office was moved from the control area to the corridor where he can supply on-the-job support and training to the correctional officers on the corridor. I know, in that institution, that's been a major improvement. Similarly, we are trying to encourage the superintendents as much as possible to be out on the corridor rather than in the front administrative offices.

Mr. Breaugh: I really appreciate that you've got some grasp of the problem and you are making some efforts on it. My concern, quite frankly, is that a number of the people I know who are working in correctional institutions used to be called guards and are now called correctional officers. They are really big guys and they have a solution for anything, and it is not their fault. They don't have any training and they are sometimes put in rather difficult situations with very little training and with very little support. I really want to know if you have moved from that mark a lot, a little or what?

Hon. J. R. Smith: I would just like to add that not only that, but the whole matter of

the jail population has dramatically changed, apparently, in the last five years. Today we have a young population. I think in the Don approximately 70 per cent are classified as young men. This, too, is different from the old clientele they used to have in the former days, and how you deal with these young people as opposed to the former inmates. Mr. Schaefer, do you want to talk about recruitment?

Mr. Schaefer: I might add that a year ago the ministry increased the educational requirement for its correctional staff. It was grade 8; it is now grade 12. The salaries went up by some 23½ per cent last January. We have had much better success in finding the type of officer we want working within our institutions—the type of officer who can be a catalyst to the process rather than just turning keys. I think the quality of the people being hired, generally and their educational standard, has increased. Possibly this allows them to be more trainable for the staff development people.

Mr. McCague: What has raising the limit to grade 12 education done to your ability to recruit?

Mr. Schaefer: We have had very little difficulty filling vacancies. Again, we talked previously about advertising jobs. The job is no longer advertised as that of a guard. It now does have a much higher profile in the community and grade 12 graduates—community college graduates, graduates from universities—are now accepting these positions because they realize they will have some impact and some input to the system. To answer very succinctly, we have had very little difficulty at all, even with the increase in educational qualifications.

Mr. McCague: Could I ask one more question, please, Mr. Chairman? I think in some areas of the province you have some part-time people who don't have a grade 12 education. It is my understanding that you don't hire those people on permanent staff even if a permanent position comes up. Is that true?

Mr. Schaefer: We do have some situations where we have hired, on the unclassified staff, persons who do not meet the full requirements of the correctional officer classification. Recruitment in that area obviously is somewhat different than the recruitment for a classified position. We don't have a full-time permanent position to offer to the candidate and our standards subsequently may have to, in remote areas, be altered slightly.

If the standard is altered, it is done only with the approval of the director of personnel. There are some built-in provisions, even on the classified staff, to accommodate persons with lesser qualifications. This is in cases where particular skills are available. For instance, in Kenora, if we stuck to the grade 12 minimum education, we may have a very difficult time finding a native correctional officer. Obviously the ministry is extremely interested in finding persons who would work in the Kenora Jail as correctional officers, and we would probably accept a candidate with less than grade 12 if he had native language skills and a native background.

There are exceptions, but these are very, very few and far between; and they are all approved by the director of personnel before the hiring is done.

Mr. McCague: The problem was mentioned the other day of ex-offenders getting jobs. Are you hiring any?

Mr. Schaefer: Yes, we are.

Hon. J. R. Smith: Over 200, I believe.

Mr. McCague: How many?

Hon. J. R. Smith: Over 200.

Mr. Chairman: If I may just say a word at the moment, it is heartening to hear what is being said with respect to the quality of the officer. I wonder if all the quality is all that good vis-à-vis the juvenile offender. What type of training takes place for the officer specifically in that area? These are very often religious institutions and other homes. While you have general surveillance over that, I am not quite clear as to what specific training they get.

Having gone to many of these institutions in the past, I am a little concerned at just how you handle the sadist. How do you handle the officer who is coercive, who believes a bust to the mouth is probably the best solution to all human problems, and who uses punitive measures? Suppose he has been there many years; the older dogs have difficulty with new tricks. They think that all these innovations and these new changes are weak-kneed, pusillanimous, quite silly. That must be a very great problem for you, running through the institutions. They know best, by long experience, how to handle these guys. Could you comment on those two general points?

Mr. Mackey: I don't think I am the person to comment on the handling of the sadist in an institutional setting. But as far as the

training is concerned, the basic training course I made reference to before applies to the juvenile division as well, with the 15 days of straight training when they arrive; plus an on-the-job period, supported by an institutional training officer, supported by a handbook, which is used as a reference; plus a week consolidation course. The first six or seven months for a new officer is now an intensive period of training and there will be a series of refresher courses that will follow.

As far as middle-management is concerned, I made reference to the training programme that's on at present.

I don't know whether that answers your question?
[5:45]

Mr. Chairman: You haven't said anything with respect to that officer who has had far more than the five-month probationary, is ensconced in his job and who really works it out?

Mr. Mackey: With due respect to our superintendents and assistants and deputies in our institutions and the people we're administering, I'm sure this sort of individual, when he's come upon, is certainly dealt with firmly and emphatically, and would probably—I'm sure from my contact—be counselled out of the ministry if the problem was that serious, or would be counselled and corrected internally.

Certainly, putting him on some kind of staff training course isn't going to change that kind of long-standing behaviour. That would need to be something that would be worked out on a counselling level with his appropriate supervisor at the institutional level.

Mr. Chairman: Should Mr. Carter?

Hon. J. R. Smith: Mr. Carter actually—

Mr. Carter: Mr. Chairman, I believe you raised some general questions, first of all about the juvenile division. The educational standard there is grade 12, and our recruitment practice has been child-care diplomas above grade 12; and quite frequently university degrees related to the social service field, degrees related to child care.

You've raised an administrative issue. I feel within any institution you come across a staff member who's no longer compatible with the environment, or else he's taking actions which are directly against the policy of the environment. It seems to me the personnel practice which we apply is plain and simple. You try to develop the employee to

adhere to the environment. Quite often you're dealing with old staff who were brought up under different theories, and of course we have a new generation in our institutions in terms of the client.

Quite often an older staff member finds himself philosophically at odds with the new philosophies. You try, through refresher courses, to change or modify these attitudes of the staff member. If you run up against roadblocks, you try to transfer the employee to another environment or to another job. We've had examples of this: moving child care staff out of child care positions, putting them into clerical positions or into food service positions. Quite often we have staff coming to us asking for these transfers.

If you have incompatibility that can't be resolved this way, I think you run into disciplinary action and the ministry will take disciplinary action against an employee where this employee is incompatible. This can be internal hearings, and so on. The long and the short of the issue is that we're staffed to deliver a service to children. If we have employees who can't supply this service, we have to take some action. As far as I can determine, along with other ministries we attempt to fit the employee to the environment or move him to another environment. But it can come, in the final analysis, to removing him—removing the employee.

Mr. Chairman: I'll tell you a little story, and I don't want to use the chairman's chair unduly. It reminded me very much of "One Flew Over the Cuckoo's Nest."

At one of the juvenile training schools the staff organized a baseball game against the kids and thrashed them thoroughly, just to prove who was boss.

I mean, that kind of mentality. I don't know what you can do in 15 days. It always places the other fellow in a demeaning position. There is always the tendency, in your kind of institution, and the peculiar psychological bent is precisely in that direction and has to be counter-weighted. Something has to be clued in, and I'm sure that type of insight is not gained in 15 days. Hell, you should be trying to lift the spirits of kids by losing deliberately, like we do when we play checkers with our own children at home. I never can do that; I'm too competitive.

I'm sorry, Mr. Stong.

Mr. Stong: Does that amount of \$506,000 for salaries and wages include both the trainer and the trainee?

Mr. Mackey: No, that's for 24 staff. With the branch staff we have institutional training officers. They are on the institutional budgets.

Mr. Stong: You mean the \$506,000 goes to 24 people?

Mr. Mackey: I haven't worked it out mathematically but our complement is 25, including the director. I believe that's how we covered it.

Mr. Stong: So that's strictly the instructors. Are they throughout Ontario or are they centred in one particular spot?

Mr. Mackey: They are in the four regional centres: Cobourg, Guelph, Toronto and Sudbury. There are two in each of those. That is a total of eight. The rest are in the staff development centre, which is at Highway 7 and Dufferin, plus the two assistant directors and myself.

Mr. Stong: What does the amount of almost \$200,000 for transportation and communication cover? Is that transporting the instructors somewhere to instruct?

Mr. Mackey: Yes, plus the fact we do provide some support for travel for people who are going to conferences and so on. We don't pay for all travel. That's one of the reasons the budget is slightly reduced this year. We are not paying the travel expenses for people coming to courses to the extent we did but we do support them. For instance, if there was a conference in Kingston and we were sending 20 people, we might make a decision to support the travel part of that. Each conference is handled in a different manner.

Mr. Stong: What part of that is communication and what does communication mean?

Mr. Mackey: Telephones, mail service—

Mr. Stong: It seems like \$200,000 is quite a bit for transportation.

Mr. Mackey: Travel is \$190,000, Telephone, telegraph and freight are \$8,000.

Hon. J. R. Smith: I would just like to add some statistics here on staff training. The demands on staff training vary from orientation of new staff through basic training, refresher and updating courses for those on longer staff service. Here is sort of an outline of it.

The orientation to the Ministry of Correctional Services is a new programme initiated in late 1975; there are 83 people. There is

basic training for correctional officers, including updating training for older staff, 550 officers; basic training probation, parole and aftercare, 52 people; refresher courses for correctional officers, 123; first aid training, 185; secretarial training, 66; Civil Service Commission course, 120; university degree courses, 170 staff who took 195 courses; certificate in correction programmes at McMaster, 12; certificates in criminology, U of T, 9; and educational leaves last year were 12.

Mr. Breaugh: You mean you guys had sabbaticals too?

Hon. J. R. Smith: There were 12 people. I won't grade through the 12.

Mr. Stong: Are these the correctional officers that go to McMaster on a sabbatical?

Hon. J. R. Smith: No, this is a different course. They are masters in social work, four; masters in criminology, five; one working on a BA; recreational leadership, one; and one child care worker.

Mr. Stong: Is there any agreement that if you educate someone to a master's degree in criminology that person will devote a certain number of years to you?

Hon. J. R. Smith: Yes, there is a commitment.

Mr. Stong: What is the commitment?

Hon. J. R. Smith: One year for one. Then there are specific courses in recreation, administration and child welfare, 180; supervisor of juveniles, 70; community conference workshops, 196; management training supervisors, probation and parole, 20; training supervision, senior probation and parole, 18 people. It is quite an extensive list as it is a lot of money.

Mr. Stong: One final question, that ominous word "services" has come up again, for \$368,000. What does that include?

Mr. Mackey: One of the service areas is the facilities that we require, for instance, if the Salvation Army unit at Highway 7 and Dufferin require a catering service. There is an allowance for temporary help. There's the purchasing of consultation services which we do use to some extent with a bit of a moratorium on it, as there was across the government. We do find in our specialized courses that it's necessary to purchase certain services. It's really the area in which we're

flexible—to provide courses, to mount courses and to finance them.

Mr. Stong: What's the amount you spend at the House of Concord for catering?

Mr. Mackey: We have \$50,000 allocated for next year.

Mr. Stong: Is that strictly for the training programme or is that for the inmates?

Mr. Mackey: No that's for the—

Hon. J. R. Smith: No, it's taking courses.

Mr. Mackey: Taking courses, yes.

Hon. J. R. Smith: There's \$60,000 at the House of Concord.

Mr. Mackey: That amount covers the whole branch. For instance, at our staff training and development centre in Brampton, the people on course there have three meals a day at the Ontario Correctional Institute. At Guelph, in our centre, we would go over to the Guelph Correctional Centre. At Cobourg, we're on the same grounds as the training school. In those cases we purchase those catering facilities from the existing institutions and pay for them. That \$50,000 would cover all of the meals for courses in any of our centres.

Mr. Stong: That includes people who are teaching—the instructors—as well as those who are on course?

Mr. Mackay: The instructors pay for their own meals. At Concord we have meal tickets and they pay on a regular basis. There are no meals provided anywhere.

Hon. J. R. Smith: The rent there is \$73,000. I said \$60,000.

Mr. Chairman: We are very close to 6 o'clock. With just one statement I think we'll discontinue. I take it that everyone in all caucuses has received an invitation from the Ombudsman, Arthur Maloney. He wants the New Democrats to show up on Thursday and the Conservative caucus—if that could be conveyed to the caucus if you haven't got this—on Friday at 11 a.m.; and the Liberals on Thursday, May 6, at 10:30 a.m., members of this committee and anybody else who is interested in the Ombudsman operation.

An hon. member: Never heard of it.

Mr. Chairman: I just got it this afternoon. He wants the New Democrats to come in on April 29 at 10; the Conservatives Friday, April 30, at 11; and the Liberals on Thursday, May 6, at 10:30. Any member of one caucus who can't get there could join the meeting of another caucus, quite freely; that was his recommendation. This has to be accepted by the caucuses as to whether they're prepared to do that, and he's waiting to hear from all of us.

Mr. Breaugh: When do we meet again, Mr. Chairman?

Mr. Chairman: We meet again on—

Hon. J. R. Smith: Wednesday?

Mr. Chairman: My feeling is that the private bills will not be prolonged. You can never tell that for certain, of course; you can get into a hassle over some bill. I think we would endeavour to meet here at 2 o'clock on Wednesday.

Hon. J. R. Smith: Until 6?

Mr. Chairman: Until 6, or earlier if you want to break off.

The committee adjourned at 6 p.m.

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Breagh, M. (Oshawa NDP)
 Campbell, M. (St. George L)
 Davidson, M. (Cambridge NDP)
 Gregory, M. E. C. (Mississauga East PC)
 McCague, G. (Dufferin-Simcoe PC)
 McClellan, R. (Bellwoods NDP)
 Moffatt, D. (Durham East NDP)
 Sandeman, G. (Peterborough NDP)
 Singer, V. M. (Wilson Heights L)
 Smith, Hon. J. R.; Minister of Correctional Services (Hamilton Mountain PC)
 Stong, A. (York Centre L)

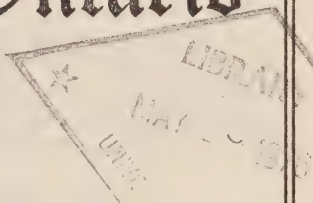
Ministry of Correctional Services officials taking part:

Algar, M. J., Assistant Deputy Minister, Planning and Support Services Division
 Carter, G. H., Executive Director, Juvenile Division
 Garraway, H., Assistant Deputy Minister, Operations Division
 Hug, Dr. J. J., Director, Planning and Research
 Hutchison, Dr. H. C., Executive Director, Health Care Services
 Mackey, A. D., Director, Staff Training and Development
 Samler, Mrs. A., Acting Regional Administrator, Regional Offices North Eastern
 Schaefer, A. H., Staff Relations Co-ordinator
 Thompson, G. R., Deputy Minister





Legislature of Ontario Debates



SUPPLY COMMITTEE — 1

ESTIMATES, OFFICE OF THE ASSEMBLY

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Tuesday, April 27, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

**THE QUEEN'S PRINTER
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A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. (Phone 965-2159)

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

TUESDAY, APRIL 27, 1976

The committee met at 8:09 p.m. in committee room No. 1.

ESTIMATES, OFFICE OF THE ASSEMBLY (continued)

Mr. Chairman: I wonder if it would be all right with the committee if we commenced with item No. 11.

Mr. Drea: No.

Mr. Deans: Mr. Chairman, there is something I want to get clear. I hadn't realized, and I'm not sure it's true, that the Board of Internal Economy is necessarily before you. If you want to question the Board of Internal Economy, I think there ought to be some provision for doing that.

I sympathize with all the members from every caucus including my own that they might have questions that relate directly to the activities of the board, but there isn't a budget for the Board of Internal Economy as such. Therefore it doesn't appear before you in terms of itself as an entity.

I would like to suggest to you, Mr. Chairman, that, notwithstanding the objections of Mr. Drea—which may well be very valid—we proceed with Mr. Wishart, since he is here. At an appropriate moment when Mr. Wishart has completed, if Mr.—

Mr. B. Newman: Mr. Breithaupt?

Mr. Deans: No, the other fellow.

Mrs. Campbell: Mr. Morrow.

Mr. Deans: Mr. Morrow, I am sorry. If Mr. Morrow is present, then Mr. Drea can ask the questions of Mr. Morrow or of me or Mr. Breithaupt, and if they can be answered then, of course, they should be answered.

The Board of Internal Economy is made up of three cabinet ministers, the Speaker and a representative from each caucus.

Mrs. Campbell: We are aware of that.

Mr. Deans: I realize you are, Mrs. Campbell. The reason I say it is because it is very difficult for any one of us to assume the total responsibility for the actions of the board.

Mrs. Campbell: I appreciate that.

Mr. Deans: So, if Mr. Drea would just simply—

Mr. Drea: Well, I—

Mr. Deans: Let me finish.

Mr. Drea: It has nothing to do with you, Mr. Deans. You weren't here the other night.

Mr. Deans: I was here in the afternoon and you weren't here. All I am asking you is this, I understand you want to ask Mr. Morrow directly, and I think you should be able to do that because he is your representative.

Mr. Drea: Well, that's very well, but —

Mr. Deans: I think I have the floor, Mr. Chairman. The thing I want to stress is that I think Mr. Wishart came here because we asked him to be here and because there are some matters within his jurisdiction that we want to come to grips with. I would hope that we would extend to him the courtesy of allowing him the opportunity to answer any questions of any of the members. Then at whatever moment it is that the Conservative appointee to the board is available to answer questions, I suggest we stop and allow Mr. Drea to continue with his line of questioning, rather than sit around.

Mr. Drea: Mr. Chairman, can I speak to that?

Mr. Chairman: Order, please.

Mr. Drea: Mr. Chairman it was very—

Mr. Chairman: I had really not called the meeting to order but I see we have a quorum now so I will call the meeting to order. I would like to make the suggestion to the committee that as we do not have representatives from all parties here, we begin our discussions tonight on item 11, vote 201. As

soon as that is completed, if the representatives of the board are here then we will continue with the discussion as it ended last Thursday evening.

Mr. Drea: All right, can I speak to that, Mr. Chairman?

Mr. Chairman: Yes, I would like to hear any comments from the members.

Mr. Drea: Mr. Chairman, when we left the other night—with all due deference to the NDP member on the board, he wasn't here at that particular time—there were some yields to the floor given for people to ask some very specific questions. It was a very clear understanding that when we resumed at 8 o'clock tonight we were resuming on exactly the same topics we were discussing. With the greatest of respect to Mr. Wishart, Mr. Wishart wasn't one of those topics.

Mr. Deans: Mr. Chairman—

Mr. Drea: No, no, just a minute.

Mr. Deans: I am sorry, I thought you had stopped. You were only breathing, I didn't realize it.

Mr. Drea: Yes, I happen to be here all the time, so maybe I don't have to breathe too much.

Mr. Deans: That isn't true, but nevertheless go ahead.

Mr. Chairman: Order, please.

Mr. Drea: Mr. Chairman, we were going on in an orderly process. I would like to hear from Mrs. Campbell. Certainly I yielded to Mrs. Campbell the other night. Certainly I yielded to Mr. Cassidy the other night. It had nothing to do with Mr. Wishart. We wanted to go through one thing in a very concrete form. It has nothing to do with who is here from the Board of Internal Economy. We are in committee, and we are asking people who can answer. If this was in the House I would be perfectly prepared because in the House there are limitations, but in committee there are not. It was a very clear understanding the other night when we left what we were going to resume on.

[8:15]

Mr. Chairman: I would just like to read for the benefit of the committee that the last statement made by the chairman was to the effect that, "Next Tuesday we will meet to finish item 13, plus item 11, as Mr. Wishart will be here." That was the way it

was left. Are there any other comments from any other members of the committee?

Mrs. Campbell: It is not often that I find myself in agreement with Mr. Drea, but on this occasion what happened was that we got into a very clear discussion of the prerogatives of members. There were new items raised and a great deal of discussion ensued. Certainly, I would like the opportunity to comment on some of the things that were said in the committee about members of this Legislature, and it seems to me that it would completely lose its context if we went off on another item.

I regret that Mr. Wishart might be inconvenienced. However, we did come to his area last time when he wasn't able to be present, so I trust he will forgive us if we follow the pursuits that we were on last week and then try to wind those up and get to Mr. Wishart before the end of this evening. I would suggest that we might be wasting a great deal of time on the procedural question when we could perhaps be getting on with the substantive part of the discussion.

Mr. Swart: Mr. Chairman, I support the Chair in this. We spent a great deal of time discussing the constituency offices. I think they are exceedingly important but I think most of the ground was covered. I think the matter of the Commission on Election Contributions and Expenses is also important. We have Mr. Wishart here now. If we go on on one item as we did the other night, the work of this committee is never going to get finished. I'm not saying we shouldn't come back to the constituency offices, but I think now when we have Mr. Wishart here, we should get into the Commission on Election Contributions and Expenses.

Mr. Chairman: Are there any other members who wish to comment?

Mrs. Campbell: May I point out just in answer to that that it was as a result of the late arrival of Mr. Cassidy and in fact, all of the NDP, that we got into quite a hassle about the proceedings at all last time. I believe they had passed down to the 11th vote before Mr. Cassidy arrived and he took a position that it was most unfair that this should have happened. So I find it a little unbecoming of the spokesmen for the official opposition that they would now take a different position from that of their members on that occasion.

Mr. Bounsall: To the member for St. George, I would prefer whichever is going to save the most time. I suspect that if this constituency office vote carries, we could get to Mr. Wishart and perhaps complete him by the end of the evening. On the other hand, he is here and it may be that we will not have many questions of him in this particular vote. I hate to see him carry over if the constituency office carried on.

I have no strong feelings one way or the other. It's just a case of which of the two ways would we save the most time. I have no objection to his coming on now, if the feeling is we could dispose of his vote before the evening is over and then revert to the constituency offices and the general discussion thereafter. I have no feelings one way or the other on the matter. But if we go to the constituency offices and there is more on that before we hit Mr. Wishart—and then he may carry over—that would be unfair to him in his duties. I would suggest we hit him first, but I have no strong feeling. How much do we have for Mr. Wishart?

Mr. Wishart: Mr. Chairman, if I might perhaps assist you, I regret I wasn't here last week, but the notice we received was the day before, and I was 500 miles away. I could have got here by an early morning plane. But I am quite prepared to come back, if that is your wish. We would like to see our estimates analysed and criticized and checked to the nth degree, and we are prepared to give them to you any time. I am at your disposal; I will wait, I will come back on another occasion or anything to assist your committee.

Mr. Chairman: Thank you, Mr. Wishart.

Mr. Drea: I don't want to inconvenience Mr. Wishart and I am sure that he got notice to appear before the committee the other night.

Mr. Wishart: We got it Wednesday afternoon.

Mr. Drea: I am sure you did, and I certainly don't want to inconvenience you, sir, but I would just like to point out that we are not exactly on item 13, constituency offices; we are on the whole of vote 201.

Mr. Chairman: If I may interject, Mr. Drea, I read over the comments made on Thursday last, and I understood that some of the members requested that we go back and have a certain time to discuss some of the previous items which were passed very quickly at the beginning of the time on

Thursday. As the vice-chairman was in the chair and agreed to go back for a short time, I would certainly have to agree.

Mr. Drea: Mr. Chairman, in all fairness to you, the short time had long elapsed the other night. If you want to put it to us, if you want to silence us, all I say to you is put a motion. It's very simple, and I am going to save a great deal of time on that one. Just put it to a motion. Do we want to go back to the whole vote of 201?

Mr. Ruston: It would appear to me that to go on the vote as a whole at this time, with maybe only Mr. Deans here representing his party and our representative not here, that there should be more representation here on that behalf. Since Mr. Wishart and his staff are here, I think it would be common sense just to go ahead on his estimates at this time. I can't see anything wrong with it. I think we should quit fooling around and get on to something.

Mr. Drea: Provided we go back to the whole of vote 201 after we are done with Mr. Wishart.

Mrs. Campbell: Well, that was agreed to.

Mr. Chairman: I thought I made it clear in my remarks just a moment ago that the discussion could be opened up after it, and we would be leaving item 13 because it has not been completed.

Mr. Drea: With all due respect, item 13 has nothing to do with Mr. Wishart.

Mr. Chairman: Order, please. As I stated, the vice-chairman previously said we could go back on some of the other votes. I will just put it to the committee this way: Are you agreeable to go to item 11, vote 201, and then return to the other votes?

Agreed.

On vote 201:

Mr. Chairman: Mr. Wishart, if you are prepared I will ask the committee if they have any questions on item 11, vote 201, the Commission on Election Contributions and Expenses.

Mr. Wishart: Mr. Chairman, could I take the opportunity to say that I have with me Mr. Don Joynt, who is the executive director of the commission. His appointment is pursuant to the Election Finances Reform Act. Down in the far wings there is Mr. Robert Dobson, who is the registrar. Would you stand up? I think all of you who are mem-

bers, of course, will have been dealing with these gentlemen. There are other members of the staff but those are the particular members who are familiar with the administration of the Act and I thought you should meet them. Mr. Joynt was formerly, many years ago, with the Ontario Water Resources Commission and has been with the commission practically since its appointment.

Mr. Chairman: Thank you.

Mr. Wishart: I don't know, Mr. Chairman, what material you may have before you relating to our estimates, or whether you have any requests for additional information that we might be able to provide, other than what I or my staff would be able to explain.

Mr. Chairman: Mr. Wishart, would you have any opening comments you'd like to make?

Mr. Wishart: Yes, I might say very briefly that the commission, as you know, was appointed May 7 of last year. The composition of the commission is set forth in the Election Finances Reform Act. It consists of two members from each of the three parties which sit in the Ontario Legislature, nominated by the parties, appointed by the government; in addition to those six members, the Chief Election Officer, Mr. Rod Lewis; one bencher of the Law Society, who is Mr. John Talot, and the chairman, who is myself. Members serve on a per-diem basis. The chairman is the only full-time salaried member of the commission.

We started work immediately after appointment, anticipating an election, which came about, and attempted to get together guidelines and directions pursuant to the provisions of the Act. These we have followed through the election and we are now heavily engaged in analysing the returns from candidates and constituency associations and getting out the subsidy payments to members—I hope some of you may have received them—and to auditors, as provided by the Act. We were afforded accommodation in Britannica House, because we had no place we were appointed to go, and we've been well accommodated there, not on any plush or extravagant basis. We would invite any of you to come up and see us there. Perhaps some of you have been there.

Our estimates are relatively small in comparison with some other commissions, but nevertheless we have drawn them up very carefully. We have had little background experience, except seven months of last year, in which to compare, because it was a new

activity, as your material would show. I might say that we took our estimates before our commission, which, as I pointed out, consists of two members of each party, and the commission itself examined these estimates very carefully in a meeting and approved them. We then went before the Board of Internal Economy some three or four weeks ago and laid these estimates before the Board of Internal Economy. We were questioned there on every single item and I believe they were passed, as you are perhaps aware, by the Board of Internal Economy.

However, we're quite glad to bring them here before you, naturally, and explain them and answer questions to the full extent of our ability.

Mr. Chairman: Thank you, Mr. Wishart.

Mr. Ruston: Mr. Chairman, before we get into the meat of it, I just want to say how well Mr. Wishart looks. I recall the first year I was in the House and he was celebrating his birthday. We sent a note to him to congratulate him on his youth. What he does for his health, I'm not sure. It must be hard work that keeps him looking so well.

Mr. Wishart: I was treated so well by the members of the House, I couldn't do otherwise.

Mr. Chairman: Mr. Bounsall intimated he wished to ask some questions.

[8:30]

Mr. Bounsall: I have basically two points, Mr. Wishart. First of all, I must say that from my own personal experience I've had nothing but the highest co-operation from your office. Whenever I have posed a question, if the person on the phone couldn't answer he put me on to someone who could answer it in some detail. I have no problems there.

There are two points, though. Last week from your office, I received a letter enclosing a cheque for \$5,673.26 or something to that effect for the subsidy. I read the letter in a particular way but my riding association didn't. You mentioned that \$235 was given to my campaign prior to my being officially registered. The way in which your letter was written, I assumed it was no problem in spite of your phrase, "We view this matter as very serious."

Mr. Wishart: Right.

Mr. Bounsall: With respect to that, I have a bad habit of always trying to achieve per-

fection. I wanted my official agent to be both a woman and a lawyer, preferably young and beautiful. That took a few months to find. I was successful but not until after the election was called. I achieved all four points. When I found this person to do this job for me I phoned the commission and I said, "Okay, when will I be registered? The forms are in the mail." We sent them on Wednesday after the campaign was called. The office said, "On Friday."

Mr. Wishart: Did you register them?

Mr. Bounsall: We sent the forms on Wednesday; I phoned on Friday after the election was called and your office said, "We've received them and you're registered on Monday." At the Sunday night meeting of my campaign I indicated that we would be registered on Monday and any cheques which came they could deposit and open an account on Monday. We did that. We were then phoned by your office on Tuesday to say, "You're registered as of today." We said, "We heard on Friday we would be registered on Monday, not Tuesday." The office, quite reasonably, I think, said: "Well, for one day, forget about it. It's okay. That's no problem." Then we got the letter which said, "We view this \$235 deposit as being rather serious." I have now written—we got the letter last week with the cheque—explaining that story, saying, "I assume, on matters of that sort, there is, in fact, not much of a problem."

Mr. Wishart: This is right. The Act, which I have in front of me and I think all of you have it, in section 15 says, "An application may be filed with the commission by registered mail in which case it shall be deemed to be filed on the second day after it is mailed."

That is an application for a candidate to register. We have to look at your registration date which appeared, of course, on the letter and then say that perhaps you were originally told two days later that you'll be on deck and registered.

Actually, we've had a fair number of candidates, not a great number, who, in complete good faith and with no attempt to deliberately contravene the Act, have accepted—at least their CFOs have; not the candidate because the candidate is out busy trying to get elected. He doesn't know when those contributions come in. Some CFOs accepted contributions, technically, accurately and definitely prior to registration date and the Act says you can't do that. We have to say—and the commission has said—"We laid every one

of your returns that we've so far dealt with, in front of our full commission." They have said, "When you send the cheque you must reprimand." That's the word they used. They passed a motion. "You must reprimand this candidate and his CFO and say we take a serious view of this because we want you to comply with the Act."

The commission has no intention of prosecuting. We may, in a minor way, report these minor contraventions but the last section of the Act says that no prosecution can be commenced without our consent in any event.

We simply wanted CFOs to be encouraged and I think the letter was encouraging, but we say we have to reprimand you on this point. You see, the whole tenure of the Act is that candidates can only accept contributions during their election campaign, and if you once let that get away from you, instead of the contribution going to the constituency association, the fat is in the fire. We don't want that, so the commission, not myself, took occasion to say, "Please note this," and it is a reprimand.

Mr. Bounsall: I just want to make the point. Having viewed many letters over the years from cabinet ministers in which one is forced to read between the lines, I read between the lines and figured the reprimand wasn't too strong. On the other hand, my riding association executives don't have as much practice as myself in reading between the lines from cabinet ministers and they thought it was very serious. I did clear it up, but it was very logical; we were told on Friday that we would be registered on Monday, and didn't make it until Tuesday.

Mr. Wishart: You notice you got your cheque.

Mr. Bounsall: Oh yes, I said to them that there would be a problem. But you know, they read the letter after they deposited the cheque. I just wanted to make that clear. I made a commitment to try to find the ultimate in CFOs, to a great degree, before the election was called in the future.

Mr. Wishart: You see, there is always the possibility of another election.

Mr. Bounsall: Yes.

Mr. Wishart: We want CFOs to perform well.

Mr. Bounsall: Unfortunately she's moving to Toronto, and my gain is some riding's loss here in Toronto—or my loss is some riding's

gain here in Toronto, sorry—and I'm sure that she'll be put to good use and you'll hear from her again. Penny and I both understood the letter, but no one else did, and I just wanted to clear that point up.

Secondly, and this is a much more serious one, let me talk on behalf of the New Democratic Party for a moment. Have you made a ruling or have you cleared up the situation which exists within our party where we have very few donations centrally? Most of our donations come from small contributors locally, and it's been a practice for a great many years to have the ridings themselves fund the majority of the expenses of the central election campaign of our party.

Rightly or wrongly, in terms of the internal party organization, there's always a debate on that. The party simply assesses each riding 20 per cent of that riding's actual expenses as the figure it owes to the party centrally to fund the party leader's tour and the general advertising expenses of the party, some of which each riding benefits from. I gather there was some problem with the election expenses committee in the ridings reporting that 20 per cent and in fact sending that 20 per cent to provincial office. Will you clear up what the current situation is and why, when you understand how that debt arises, we cannot continue to do that?

Mr. Wishart: That question has been before the commission for the last two months at least, ever since the returns began to come in right after the election. Section 45 of the Act, which is a subsidy section, provides that the commission, which is of course the government, public purse, the Treasury, may subsidize a candidate for a certain portion, a certain formula, and the language is: "... is entitled to be reimbursed by the commission for the lesser of his campaign expenses or the campaign period, as shown on his financial statement."

We received a number, and these were particularly peculiar to the New Democratic Party, and the New Democratic Party members of the commission have sat and discussed it, I think in their last four or five meetings with us. There were certain assessments made by party headquarters, 20 per cent I believe you mentioned, to candidates in their ridings or their constituency associations, and they included that contribution, which they made up at party headquarters as part of their expenses.

In that assessment, there were such things as a portion of the leader's tour, a portion of general advertising, a portion of what is

headed on their statement "organizational expense"—someone went out from headquarters and organized the riding. The commission, I think quite rightly, said: "Is this item a part of his campaign expenses?" We took the advice of counsel. We have discussed it. We decided in the meantime, in order not to hold up the subsidy cheque, to pay the candidate—this was with the unanimous consent and approval of the commission—those things about which we could definitely say, "Those are yours and here you are and we are going to reserve judgement on the others until we have examined them carefully and analysed them."

We recently decided that for such things as when a candidate had ordered brochures or leaflets from headquarters which were printed in the thousands—

Mr. Bounsall: But that's billed separately.

Mr. Wishart: Just a moment now—

Mr. Bounsall: Okay.

Mr. Wishart: —these can be printed by headquarters and produced more cheaply than the candidate could do on his own locally. We accepted those. "Leader's tour" I don't think we will ever accept.

Mr. Bounsall: As a debt to the riding even when he comes four times to the Windsor area, for example?

Mr. Wishart: The matter is not yet decided. It will be at our meeting. We have all the details at our meeting for this Thursday, April 30. This is our regular meeting, and all the detail and all the material is ready on every single situation that we have. We are going to analyse those features which we think can fall within the language of his campaign expenses. Bear in mind that the NDP did not send out that assessment to all its candidates.

Mr. Bounsall: Oh, yes, it did. Some of them may not have paid it.

Mr. Wishart: The only ones we got included in the campaign expenses were those who were entitled to the subsidy—not those who do not qualify for the 15 per cent of the vote. So that it is not an overall—

Mr. Bounsall: We sent them. They chose not to include it.

Mr. Wishart: That's a feature of—

Mr. Bounsall: They chose not to include it but the party centrally sent it.

Mr. Wishart: The commissioner is at the point of making a decision. It is not my decision.

Mr. Bounsall: I stand corrected. Somehow that 20 per cent was not sent to those ridings. That should have been done and I would urge the party to continue to do so. I see no reason why they wouldn't, but it has affected some ridings in a material way. York Mills comes to mind. As it worked out, it had a fairly minimal expense, but when you add on the party's 20 per cent they would have qualified for more of the subsidy than what they got. That charge is still there to that riding and they are paying it off. It's an important thing to our party and we have worked this way for years.

Mr. Wishart: I agree, and I take no objection to the way the party organizes. I am merely trying, and the commissioner is merely trying, to administer the Act.

Let me give you an example. We were thinking of the situation where a candidate orders leaflets, or brochures, or flyers. We think those are material things which he has bought and paid for at headquarters. That's part of his expenses. But suppose the party says, "We are going to charge you a certain portion of advertising," and they put up seven of these billboards and one is on the corner of 401 and Avenue Rd. That billboard may serve not only one candidate.

But how can you say it is all of the ridings in eastern or western Metro, or maybe the people who drive a lot across the province. They get the benefit of a sign that says "Vote NDP and get a good government."

Mr. Bounsall: But that's essentially why we charge everybody 20 per cent because we feel—

Mr. Wishart: How do you assess that to any particular candidate as part of his campaign expenses?
[8:45]

Mr. Bounsall: Convince me, Mr. Wishart, that you have reached the conclusion as to what percentage of what ridings that that benefits. Our conclusion over the years is that does benefit ridings to the extent of 20 per cent.

Mr. Wishart: I take no objection to the way you run your campaign.

Mr. Bounsall: Yes. But I'm saying you've gone the hard way at it. We've said that where the leader goes, the press he gets in

the local papers and so on is a benefit to the ridings to the tune of 20 per cent of their local expenses. That's surely the easier way to go about it than your trying to assess whether it is more benefit to Parkdale than Bellwoods to have a billboard at the corner of Highways 401 and 400, and I would urge you to do that.

Mr. Wishart: I'll take your comments back to the commission but don't say I'm trying to do this. I'm only the chairman of the commission.

Mr. Bounsall: I understand.

Mr. Wishart: Your members sit there and argue very firmly, vehemently and intelligently about these situations.

Mr. Bounsall: Secondly, on the same point, have you estimated what the breakdown is and what is the benefit of the leader's tour, the advertising for which we pay for centrally and from which all ridings benefit? Have you done that breakdown to assist in whether or not the 20 per cent is reasonable?

Mr. Wishart: I don't think I'm capable of saying the New Democratic Party candidate in Kenora would get as much benefit from the billboard on 401 and Avenue Rd. as the fellow in Metro. He might, but I doubt if his credit percentage would be the same. The leader's tour covers, let's say, 15 or 20 ridings. Why should that be assessed not to all the ridings in the province but only those that qualify for subsidy?

Mr. Bounsall: The point is, have you done a study or a breakdown of what the local ridings should pay of that leader's tour and how much effective that leader's tour is on those local ridings?

Mr. Wishart: We're trying to work that out.

Mr. Bounsall: I'm saying the 20 per cent figure is something with which we have disagreement only from those ridings that get very much in debt. It is something which has been accepted in principle within our party for a great many years and with which by and large our party lives happily. In other words, we haven't over the years been able to find anything much wrong with that. We're willing to have you prove to us that there's something wrong with that 20 per cent assessment. If not, why don't you accept it?

Mr. Wishart: It's an excellent way to run a party, I think, and I'll give you credit for

that. But all I'm trying to do is follow the section of the Act which says that out of the public purse there shall be paid to the candidate his campaign expenses. I've got to make sure that the language of his campaign expenses encompasses a portion of the leader's tour which took place in southwestern Ontario and is charged to somebody in Nipissing.

Mr. Bounsall: I guess the final question on this is, and it relates to the previous one—I don't quite know how to phrase this—have you any suggestions to make to us, because here's the place to make them, having lived with the Act for a year, as to how we might change the Act?

Mr. Wishart: Yes, I sent forward 15 amendments I think about a month ago. I sent it to the Speaker, to the heads of all three parties in the House and to the chairman of the commission on the Legislature, Mr. Don Morrow. I can't think of whom else I sent it to but it went to a good number of people.

Mr. Bounsall: Well, I haven't seen it yet.

Mr. Wishart: And I urged that they be passed.

Mr. Bounsall: Inadvertently, perhaps, I haven't seen it.

Mr. Wishart: Those amendments, let me say, were as a result of a very thorough study by the whole commission. They were all passed unanimously with the exception of one, which passed but not entirely unanimously. I pointed that out in my presentation.

Mr. Bounsall: Could you table that letter here so that this committee discussing this estimate could see it?

Mr. Wishart: I would be glad to. First of all, I haven't got it here.

Mr. Bounsall: No, but you sometimes—

Mr. Wishart: It's a question whether I should present amendments to you; I am thinking back to—

Mr. Bounsall: These are suggested amendments, right?

Mr. Wishart: Disclosing proposed amendments before the House gets them officially is something that would give me a little difficulty.

Mr. Drea: Well our party has them.

Mr. Bounsall: But you've sent them to other members of the House and I don't think I have seen them and I would be interested.

Mr. Wishart: I sent them to the leaders of the parties.

Mr. Deans: I'm sure my leader doesn't object to the member seeing them.

Mr. Ruston: Get them from your leader.

Mr. Drea: Well, with all due deference to you sir, may we take this route? We certainly did this with the liquor Act. We certainly weren't presenting regulations de facto; we certainly weren't presenting legislation already enacted—the convenient word was “proposed.” I think that that might be very helpful to you, Mr. Wishart, in getting out of your dilemma. I can understand your dilemma, and I am sure the member for Windsor-Sandwich would appreciate that it is “proposed.”

Mr. Wishart: They develop by what you might say is an open process.

Mr. Drea: No, I am sure they are, but I can understand your dilemma. They have to go before a legislative committee and—

Mr. Bounsall: If I could interrupt, in a reverse role, where I would be much less subtle than the member for—Scarborough Centre, is it?

Mr. Drea: I have to be.

Mrs. Campbell: He's from Scarborough Centre or from Hamilton.

Mr. Bounsall: Whatever it—I am sorry.

Mr. Drea: I am just waiting for the—

Mr. Bounsall: Yes. Let me be a little less subtle. Your office has the potential of coming in for a lot of criticism. One of the ways that one can avoid that criticism, not that I've heard it, is to inform us all.

Mr. Wishart: I suppose you want—

Mr. Bounsall: So all I am saying is, to follow along the previous member's suggestion, let's have it as widely distributed as possible. We will take it as a proposal which we will consider among everything else; we will consider it at the appropriate time.

Mr. Wishart: Could I ask this small boon—that the leaders of your respective parties to whom I have sent the material might respond and say, “We would be glad if you would

send this to all our members."? Then I would be glad to do so.

Mr. Drea: Well, I guess—

Mr. Bounsall: Okay.

Mrs. Campbell: I think that's fair. Or perhaps Mr. Joynt could see that the members of the committee got them.

Mr. Bounsall: That's no problem.

Mr. Deans: Look, let me do it another way. If it went to the Speaker as the chairman of the Board of Internal Economy—

Mr. Wishart: It has gone to the Speaker.

Mr. Deans: If it went there because of his role as chairman of the Board of Internal Economy, then we will certainly make sure that it is distributed. Otherwise, I think I could say on behalf of our leader that there is no reason at all why it couldn't be tabled here, absolutely none.

Mr. Bounsall: Okay; well either way.

Mr. Wishart: This commission reports to the Speaker, so—

Mr. Deans: I am not sure in which capacity.

Mr. Wishart: Either way.

Mr. Bounsall: I just urge you, Mr. Chairman, in your deliberations in the future on April 30, to consider what we have found over the years to be a good working rule in the NDP, that 20 per cent of whatever a local riding expends should be attributable to the central party for the efforts that the central party, in all its way, expends on that local candidate's behalf.

Mr. Wishart: I have no objection. I think that's an excellent way to run a party. I really think that's great.

Mr. Bounsall: Thank you.

Mr. Wishart: But I have got to live with this Act—his campaign expenses. You tell me if I can live with that.

Mr. Bounsall: I hope the press has picked up that remark—that we run our party excellently.

Ms. Bryden: Mr. Chairman, pursuing Mr. Bounsall's point a little further, I agree that the commission must follow the interpretation of the Act and that they have to decide what it intends. But I think also people should be looking at the intent of the Act, and whether

the Act is fulfilling that intent; and if it isn't whether amendments are necessary.

I think in this situation we have just been discussing, we have run into a problem of interpretation which arises from the different methods of funding the various political parties. The NDP basically funds from the bottom up, with the money going into the central office.

Mr. Drea: Really?

Ms. Bryden: The others in some respects, I understand—

Mr. Riddell: You can say that with a grin on your face.

Mr. Drea: Yes, I got some money the other night which comes from—

Mr. Chairman: Order, please. Ms. Bryden has the floor.

Ms. Bryden: The others, I understand, fund partly from the top down, particularly with weak constituencies which may not have as large fund-raising opportunities as other ones.

I would like to know how the Act is actually worked out. When you fund from the top down, it is possible to provide enough money from the top so that the riding will probably spend the equivalent of the maximum amount that 15 per cent of the vote would generate in the form of subsidy, whereas when you fund from the bottom up you may not reach that amount in the weak ridings.

What I would like to know is how the Act is actually worked out because of that difference. How many constituencies in each party have not qualified for the maximum subsidy when they had 15 per cent of the votes?

Mr. Wishart: How many candidates, you mean?

Ms. Bryden: How many candidates, yes.

Mr. Wishart: Ms. Bryden, I don't think I could tell you that offhand. There were 486 candidates, and at the moment we have assessed and approved a very substantial number of the returns which came in. I think they are all in now, with the exception of one independent out of those 486. There are a good many candidates of all three parties in the House, quite a number of candidates who are independent, there were 33 Communist candidates and I don't think any of them have qualified for subsidy. I can't recall that any independent did. But there were a good

many candidates of all three major parties who have failed.

We have the benefit on the commission of the excellent judgement and wisdom of your husband, as a member of the commission. We are concerned only with trying to determine what comes within the language and the meaning of the words "You can pay his campaign expenses." I say again, the leader's tour, the advertising, the organizational expense where you send a man out to organize 16 ridings, that is charged to all 125 ridings—but not all 125 ridings, only those which qualify for subsidy.

An hon. member: Fifteen?

Mr. Wishart: Fifteen that didn't qualify. I don't know. As I mentioned to Mr. Bounsall a moment ago, it's a matter the commission has had on its agenda for the past four meetings at least. We've had counsel's opinion, we have done a complete analysis now for this meeting which is coming up this Thursday, and we've paid in the meantime to those candidates everything that we could find possible to pay in his campaign's expenses. The brochures which he ordered from headquarters, the advertising which he did on the local radio station, and I think we are going to accept those flyers which were out by headquarters with his—what do you call it?—hooker on the bottom, I think we'll accept those. But it is still a matter for decision and I think we'll probably reach a final decision this Thursday.

Ms. Bryden: Mr. Chairman, I can understand why Mr. Wishart can't give us a complete breakdown since the returns aren't all completed yet, and subsidies aren't all paid out yet, and I can appreciate that they must interpret the Act as they see it and apply it, but what I am just asking is how in actual fact has it worked out, riding by riding? Are there any candidates from parties other than the New Democratic Party who have not qualified for the maximum subsidy?

Mr. Wishart: Oh, many. A great many. I can't give you a percentage. The formula under section 45 is that those who get 15 per cent of the vote get the lesser of expenses or the formula, which is 16 cents for the first 25,000 and 14 cents for those above that. Quite a number have qualified and their expenses were such that they have come up to the full level of the formula. For quite a number, the expenses were slightly below the formula. Some were—I wouldn't say substantially below—to some extent below, so they got \$4,000 or \$5,000.

The average subsidy, I think, is somewhere around \$5,800. Some of them got \$5,000, some of them got \$4,500. Quite a number got a maximum; quite a number didn't. [9:00]

I think it's working out pretty fairly, and we must remember that this is money from the public purse that goes to support the candidate's campaign and we have to administer the Act. It has to be his campaign expenses.

Ms. Bryden: When all the figures are in it will be interesting to see how many from each party do not qualify.

Mr. Wishart: Yes, we'll be glad to come back. In fact, we may get out an interim report or something of that sort, and give you the full story as soon as we can.

Ms. Bryden: Thank you.

Mr. Chairman: Mr. Drea, do you have something on this vote?

Mr. Drea: I think, Mr. Wishart, I have the greatest respect for you. In your former roles we once did a television spectacular together and I kept saying "with the greatest respect."

Sitting here before you tonight, I guess I'd better say I've got absolutely clean hands, certified by you.

Mr. Wishart: You got your cheque did you?

Mr. Drea: No, I didn't get the cheque. No, no, I couldn't get the cheque.

Mr. Bounsall: Did you have the litmus test?

Mr. Drea: No, I have absolutely clean hands, though. That may be news to you.

Mr. Deans: It's like the TV, "whiter than white." No ring around the collar.

Mr. Drea: No, no, my wife is very good.

I want to talk to you and I just want to open up some dialogue. I can understand that some other people may not want to. Certainly there are a number of peripheral groups around the province. There is the Communist Party, which is a total anathema to the NDP.

Mr. Wishart: The registered party.

Mr. Drea: Yes. There is the Libertarian Party, which is probably a total anathema to us. Okay? There are a number of other people interspersed in the middle. What I'm

suggesting to you, Mr. Wishart, is that when we file returns, it is really for the major parties, because there really isn't any penalty upon a total loser.

Mr. Wishart: On which?

Mr. Drea: A total loser. There really isn't. Okay, we can say we're going to take them to court but, you know, we never really do. Okay.

I understand that this is really a problem in democratic action. Okay? That everybody really does have the right—you know—they claim they are with a party, they can get this, that and the other thing. What I'm really suggesting to you is, and I think it's probably too early this year because you're only about a year in being, but I would certainly hope that when you come back next year there is some restriction upon those who would abuse the democratic process. Okay, I know the immediate answer is going to come back that it's democracy, but the taxpayers are paying and the taxpayers sometimes are getting a wee bit annoyed. I would certainly hope that is so the next time you come back here, you and your commission, because you are completely non-political, the people on your letterhead—come on, there's a great divergence of opinion.

I really think the time has come in provincial elections, Mr. Wishart, that really it gets down to the people who have a real case, a real case, and it's all very well to say okay, they're not being subsidized. But I think there's a very real case on behalf of the taxpayers and I don't know how you solve it, I throw myself open to you. I don't know how you solve it, because you certainly don't want to stop free speech and you certainly don't want to stop people having the opportunity to run for office.

I would certainly hope in the next years or so that your people—because you're really pioneering in Canada; you've had some experience and you certainly have people who know very well the electoral process—would come down with some ground rules on what really determines whether a person is really serious, whether a person is really on behalf of a party, this kind of thing. As I say to you, five or six years ago, anybody could run. Now we're into the situation that you have to audit their books even though they don't get a subsidy. You have to do a great number of things even though they are not going to get any money. That costs you; that takes time out from the parties or the people who are really seriously running for office. I can understand from my own background what

a delicate thing it is if somebody is really running as a protest movement. I understand that.

I would certainly hope that now you've got around all of the nitty-gritty I'm sure that some of the things the member for Windsor-Sandwich has brought up tonight—or some of the other members—are mechanical items; there could be amendments; there can be changes in the regulations. I would certainly hope, on behalf of the taxpayers, that once your commission gets over that, it can really get down to what is really a serious candidate. I wish I could give you some ground rules but I can't.

Mr. Wishart: Could I just give you the answer? One of the duties of the commission, in the section that sets it up—which I believe is section 4—is to propose amendments. We have proposed amendments. I think our feeling in the commission, up to this moment at least, is that the policy of how elections are run, who qualifies and so on, is a matter for your colleagues in the Legislature.

If you want to change the qualifications for parties, candidates, that is, perhaps, for you. It's probably not for an appointed commission to assert that attitude. I may be wrong in that but you did give us an Act to administer, unanimously passed by all the parties.

Section 10 made it pretty stiff for a party to qualify. It must be represented by four candidates in the Legislature. It must nominate 50 candidates and if it hasn't got that, it has to go out and get 10,000 signatures, certified. We asked the Communist Party to do that and it did it.

Mr. Drea: I'm sure they did.

Mr. Wishart: We've had applications by a party calling itself the Canada Party. One was from the Pyramid Party; the New Libertarian Party. Mr. Hamel, the chief electoral officer of Canada, writing to me yesterday or the day before was telling me that under their Act, parties can register by simply applying. Once a general election is called, they are on the list. He was giving me the names and you might be interested to know that one of them was the Nude Garden Party; one was the Rhinoceros Party. There were several others.

The thing is, we've got a great deal of representation not just from individuals but from parties. The Act says you can't have a constituency association and therefore you can't collect money during the year and if you are a candidate, you can only get \$500 during

the election. You've put a pretty heavy handicap on the candidate who does not belong to a party, because he hasn't got a constituency association. He doesn't belong to a registered party. He can't collect a cent of money during the year to get ready for the election.

I am no believer in a great proliferation of independent parties. I've seen how that has worked in other jurisdictions but I would just come back to section 10 which is headed "Registration," it's a long section. There are pretty heavy handicaps there to prevent proliferation. You prevent the constituency association forming until the party is registered; and until the constituency association is in existence, no money can be collected at any time. So the candidate enters the election as an independent if he likes. He may not spend a cent; he may just want to get his name on the ballot—I don't think he does a great deal of harm in doing that—but he must file his return. Still, I say that if you want to change that policy, I don't think it's a place for a commission to be asserting itself too strongly. I would rather see that in the hands of the elected representatives.

Mr. Chairman: Does that answer your question, Mr. Drea?

Mr. Drea: No, I have another one. With the greatest respect, sir, do you think you could make me one file instead of two?

Mr. Wishart: One of which?

Mr. Drea: One file in your office instead of two?

Mr. Wishart: Who is at fault for that?

Mr. Drea: Well, all the time I get two letters saying I have failed to complete my return, and I get two letters saying I have completed my return. Knowing you, with the greatest respect, every time I get a letter from you I am scared to death. Will you please talk to somebody in your office?

Mr. Wishart: No one is ever scared of me.

Mr. Bounsall: And no ring around the collar!

Mr. Roy: What are you scared of?

Mrs. Campbell: He did better than you did.

Mr. Drea: I realize these are growing pains. I am throwing it out at the moment to open up—

Mr. Bounsall: Did you get two cheques?

Mr. Drea: No, I haven't got two cheques. If I get two cheques, let me tell you I will be down to see him with both. But, as I understand one of the problems up there, there are two files for my particular riding. I tell you, Mr. Wishart, you are scaring me to death and you are scaring my chief financial officer to death.

Mr. Wishart: Well we'll try to help; that's our whole attitude. We'll look that up and check it out.

Mr. Bounsall: You should send Mr. Drea three copies.

Mr. Chairman: Mr. Swart.

Mr. Swart: Mr. Chairman, with due respect to Mr. Wishart—I guess that is the right way to start—I have four questions I would like to pose or issues that I would like to raise.

The first one is a question to you on how you ensure the accuracy of the total declared expenses and revenue of a candidate during an election.

Representations have been made to me that in some constituencies, in the last election, the riding association was spending money on the campaign ahead of the time of the election financial officer being named, and that after the final return has been made, there were bills and donations coming in afterward which are really part of the election expenses. I realize it is pretty difficult to draw a line exactly between what are normal expenses of the political party and what are just election expenses, but it would seem to me it might be possible to rather bypass a fairly substantial amount of money beyond the amount declared in an election campaign by a candidate. How you enforce those regulations?

Mr. Wishart: Well, under the Act, every candidate, of course, must file his return. I think they are all in now, with the exception of one independent. Of course, every one of those returns is audited before it comes to us, and there is an auditor's report attached. And every contribution has to be supported by a receipt, of which we get a copy. It doesn't matter whether it comes from an individual, a corporation, a union, a constituency association or the party—the receipt it there to support the contribution. That is the case so far as a candidate is concerned; and, of course, there is the tax credit side of those receipts, which is an important feature too; and we report them to the Ontario revenue department. A copy of the receipt is filed with us, a copy is kept by

the CFO and the third one goes to the contributor for his taxes. We have a pretty thorough-going check, as some of the gentlemen have mentioned getting letters of reprimand about contributions—

Mr. Swart: But what exactly—
[9:15]

Mr. Wishart: I know what you are coming to, and what you have suggested in your question. There was money in the hands of party constituency associations prior to the coming into force of this Act, and provision was made here for that to be put in trust. Money can be contributed from that area to the constituency association, but it must be accounted for; then we get a report annually from those funds to show what was paid out.

But no one, I think, can find a possibility of contributing to a constituency association or to a party. The Act specifically prohibits further contributions to those formerly established funds; they cannot be added to in any way except by the interest that grows on them. Anyone who did so would certainly be forgoing his tax credit. I don't see any loopholes in that area.

Mr. Swart: I would just like to pursue that a little further because perhaps I didn't make my question clear. Under the present Act, it seems to be possible that someone could pledge a contribution of \$500 during the campaign and that contribution might come in after the return had been filed and could go to the constituency association; bills could come into that constituency association and be paid by the constituency association afterwards or, for that matter, before a candidate has named his financial agent. How do you police that part of the Election Finances Reform Act?

Mr. Wishart: I think I understand your question. So far as the candidate's return is concerned, he has to show what he received, supported by receipts for every single contribution. We analyse those receipts. He also has to show his expenses, certified too, and audited. Now, as you say, if somebody pledged a contribution during the campaign but didn't pay it until afterwards, and then pays it to the constituency association, in a sense I suppose the constituency association can then pick up and pay what is really a candidate's campaign expense.

Mr. Swart: That's my point. Even in the case of bills relative to the campaign—

Mr. Wishart: But the candidate can only show us and say, "I spent so much and I've got a deficit; this is as much money as I've got." There is nothing to prevent his constituency association, at any time after the election or at any time through the year, going out and paying his bills. The constituency association can spend its money in any way it sees fit.

Mr. Swart: One of the purposes of the Election Finances Reform Act was to make public the amount of money spent by any candidate in an election campaign—not necessarily during it. Conceivably, then, under the present legislation, it would be possible that there could be amounts substantially in excess of what was declared as the candidate's expenses, because part of this could be collected and spent by the riding association before or after the period of the election or after the period when the election expenses were filed. That's my question to you: Is that possible? If so, what steps should be taken to correct it?

Mr. Wishart: It's possible but not probable, Mr. Swart, because in addition to the candidate's campaign return, the constituency association must also file a campaign return showing money received and spent in the campaign period relating to the election. It must also file an annual return. We haven't got the annual returns yet, but if there is any flim-flamming, we would certainly pick it up on one or the other, without question. I don't see any way they can get around it.

Mr. Swart: But it's difficult, is it not, in the auditing of the constituency books, to determine whether that was in fact a campaign advertisement or a campaign expense? Is there not some real serious loophole really in that area?

Mr. Wishart: For the constituency association as well as for the candidate, the language of the Act is "campaign expenses relating to the campaign in the campaign period." If the constituency association got the actual contribution in the campaign period, of course it's got to report it. You spoke of a pledge—somebody who comes along and says, "Go ahead and spend, boys, spend a couple of thousand dollars. I'll give it to the constituency association later if you need it." And he comes along—

Mr. Roy: He couldn't do that. He can only give \$500.

Mr. Wishart: I'm talking about the constituency association.

Mr. Roy: But he can only give \$500.

Mr. Wishart: All right, several people of the party then—well, \$500, if you like. Then if they need it after, say, Jan. 18, when this election campaign period ended, on Jan. 19 he goes and gives it to the constituency association. There is nothing to prevent him doing that. If they don't show it in the constituency association return, we'll get it in their annual return. Then we say, "Oh, ho, you spent this money on the election campaign, relating to the election in that campaign period."

Mr. Swart: I think there is some loophole then—at least it may not show up in the declared expenses if it comes into the constituency association and is audited with their normal constituency operation.

Mr. Wishart: We've got a fair number of situations now where candidates ran and on their returns they show a deficit. They can't, under the Act, contribute more than \$500 to their campaign but their constituency association is going out, getting the money now after the campaign period, and paying their bills. But their bills are included in their expenses. So we've got it.

Mr. Swart: Okay, I'll leave that. I'm not sure, but I think you should check into that one item. I am not sure of the magnitude, but there is something of a loophole.

Mr. Wishart: We've found that people have tried in a tremendous way to comply with the terms of the Act. We haven't found anyone pulling off any skulduggery.

Mr. Swart: The second question is: What are you planning to do about—

Mr. Chairman: Order, please. Just a moment. I think there are too many conversations going on in the committee and I think it's most difficult for the members to question Mr. Wishart. I wonder if all the members could refrain while the questions are being asked. Mr. Swart?

Mr. Swart: —about late filing in this campaign—those that are filed past the deadline? Recognizing, of course, that this is new regulation and recognizing that we, certainly, and I suppose the other parties to a very substantial degree, depend on volunteer help.

Mr. Wishart: Yes, Mr. Swart: I must say that candidates now have all their campaign returns in—with the exception of one independent in the north country.

Mr. B. Newman: Can't find him?

Mr. Wishart: We've pursued him. Even those that were late were only a few days late and it was due to inadvertence or—. You see, the Act provides a sanction against the CFO being late. The commission realizes that these are gentlemen who are picking up from their normal day's occupation and trying to help in a political way with the life of the country in supporting their party, all of which is to be commended. But they are not all trained mathematicians and they weren't all capable of reading the Act in the fine sections. Some of them were a little bit late but they made a great effort to comply. The great fault was that there's no sanction on the auditor. He has to sign the report, but he's in Florida.

So we said to them, "Look, get these returns in. It is a contravention of the Act if you do not file by Jan. 18, 1976, and we will have to take serious consideration of the matter. Fortunately, they all came in within a week or 10 days, even with the auditor's reports attached to them. So we said, "We noted your tardiness, we realize you made an effort and in the light of that we're not going to recommend any prosecution." That was the end of it.

Mr. Swart: Next question—

Mr. Wishart: If anyone was deliberate and said: "To hell with you, I am not going to file"; I think we would get pretty tough.

Mr. Swart: I think the answer you have given is satisfactory.

I wanted to raise the issue of the matter of receipts given out to contributors. It is my understanding that the receipt is only given to the person who issues the cheque. I could be wrong about that but I am wondering about instances when it's a family, a man and a wife. Sometimes the wife has the bank account in her name, and gives the cheque. If she doesn't work then, of course, the man, the wage earner who would be entitled to the reduction, wouldn't get it. What is your policy with regard to this? Can consideration be given to this if it is not now being done?

Mr. Wishart: You gentlemen passed the Act and we administer it and section 20 says:

No person, corporation or trade union shall contribute to any political party, constituency association or candidate, funds not actually belonging to him or it or any funds that have been given or furnished to him

or it by any other person or group of persons or corporation or trade union.

We have to say that contribution was given to you by Bill Jones. Bill Jones gets the receipt. If it was given by Bill Jones' wife, Emily Jones gets the receipt and no other way.

Mr. Swart: I would think it might be—

Mr. Wishart: That's your Act.

Mr. Swart: It is not mine really; I wasn't here when it passed. I am glad it was passed. It would seem to me even in the reading of the Act they may not give money on behalf of someone else when there may be joint ownership of assets.

Mr. Wishart: No, that might cause a great deal of abuse. That must have been in the mind of the Legislature when it passed the Act but I wasn't part of it either. But I think it was a wise Act.

Mr. Swart: Do you think there should be a change to recognize the situation I am talking about and, if so, should it come as an amendment from your commission?

Mr. Wishart: In our review of the Act we didn't find a problem there. There were one or two questions raised about a man or his wife giving funds which really were the husband's in a sense. If it was in her name, in her bank account, we said, "Look, it's hers." She might not have got as big a tax credit as he would have because maybe she wasn't paying any Ontario income tax but that was a minor problem. We didn't think it worthy of proposing it as an amendment right now.

Mr. Swart: I think perhaps it is, but we've got to go on to a final point. This, of course, is outside the Act, too, but perhaps you might have some views on it and like to make some recommendation.

The Camp commission did recommend that there be the voluntary \$2 check-off I believe it was from income tax payers. That, of course, was never implemented in legislation. Has your commission given any consideration to this? If not, would you give consideration to this to make an even fairer democratic system within the province for funding political parties?

Mr. Wishart: I am aware of the Camp commission's recommendations but our commission was appointed by the Legislature to administer an Act which the ladies and gentlemen in the Legislature considered at

great length, I understand, from reading their debates and they didn't see fit to adopt that recommendation.

Mr. Swart: I don't think it was ever submitted in the bill. Was it?

Mr. Wishart: We might one day come to that. I do know that on my files at the office there have been one or two suggestions. We asked for amendments. I think we wrote every one of the members a letter. I think we sent every one a questionnaire saying, "Please let us have your response. Please let us have your ideas about amendments." We got a fair response but I am quite sure I didn't get it from everybody here.

Mr. Swart: You did get one from me making that exact proposal.

Mr. Wishart: Yes. I was going to say—

Mr. Swart: I received a reply stating that it was outside your jurisdiction.

Mr. Wishart: That's right.

Mr. Swart: That is why I raised it here again.

Mr. Wishart: That's just what I was going to say. It's on my file. I know that recommendation came in and I replied. That's policy.

Mr. Roy: Mr. Wishart, you answered partially one of the questions I had for the commission. I was wondering whether anyone had been charged under the Act for filing late returns.

[9:30]

Mr. Wishart: No.

Mr. Roy: I just question that, because you mention the fact that some people, of course, are not accountants, are not lawyers, are not mathematicians or whatever; but then some are. I know some who have filed late and given the explanation that the file was just on his desk or the return was just on his desk or something and he just didn't send it in.

Mr. Wishart: Mr. Roy, let me answer you, nobody was overly late. Nobody was deliberately late and the commission has no intention, I can assure you, of prosecuting or recommending any prosecutions on our present returns.

Mr. Roy: Against anyone?

Mr. Wishart: I wrote one man today who was a candidate—the one outstanding candi-

date, an independent who has not filed his return—and I said to him—I drew his attention to certain sections of the Act on April 2 last, after many efforts. I just mentioned he might look at these sections; and I said to him today: “Do you wish me to implement these sections?” Which would mean shall we recommend a prosecution? That’s the only one.

Mr. Roy: What about any prosecutions for other contraventions of the Act? As I recall, during the election, there were apparently some. I can recall, in the riding of Cornwall, ironically a Catholic priest running for the Conservatives, apparently was advertising, I think, prior to the campaign period starting.

Mr. Wishart: No.

Mr. Roy: You recall there was a period when you could only advertise, for the last 21 days, and he was—

Mr. Wishart: No, he—

Mr. Roy: In fact he was putting ads in the paper. Subtle, they were subtle.

Mr. Wishart: I think there was one particular riding where three candidates of a certain party got a billboard up a couple of days ahead of time. In the Cornwall riding I think it was the question of the language on the newspaper, or billboard advertising which was political; in a very strong sense we thought. But it was quickly withdrawn. We have not recommended any prosecution.

Mr. Roy: So there have been no prosecutions at all, then?

Mr. Wishart: Not yet.

Mr. Roy: Not yet. Now the other matter I wanted to raise, I suppose, is not something that is going to come up that often. It’s something about your interpretation, or your commission’s interpretation of the Act as opposed to the interpretation given to the Act by the federal people.

Mr. Wishart: They are different Acts.

Mr. Roy: Yes, but their wording is very similar and I could tell you your colleagues—is that Mr. Joynt?

Mr. Wishart: That is Mr. Joynt.

Mr. Roy: I have had correspondence with him on donations involving a leadership, and the interpretation put on by your commission is that the Act did not permit contributions made during the leadership through a con-

stituency association to be considered a deduction. You were not going to give credits for this. What puzzles me about your interpretation is this; apparently, according to your interpretation, once a constituency association raises the funds, once they do have the funds, then they can spend the funds whichever way they see fit.

Mr. Wishart: That’s right.

Mr. Roy: And if the constituency association, for instance, said that one of our activities is going to be to encourage one individual here who is involved in a leadership race, I would think that venture or that expenditure **of moneys for that purpose** would be as laudable as expenditure for, I don’t know what, for whatever other thing an association might do.

Mr. Wishart: I can’t argue with you.

Mr. Roy: I would think, as well, that considering that leadership is very much a part of the political process and in fact we should try to encourage it, that would be one way of having it all open, knowing that the donations come in and you could file a report and whatever. Your commission interpreted that any funds collected by an association during that period of time could—

Mr. Wishart: For that particular purpose.

Mr. Roy: For that particular purpose, yes; but you know it’s very difficult, it can be very—

Mr. Wishart: It’s very easy for the constituency association to just issue a receipt for a political contribution and get the tax credit.

Mr. Roy: Yes.

Mr. Wishart: And they can spend the money on whatever they like.

Mr. Roy: Yes.

Mr. Wishart: They can get all your members together and take a trip to Florida.

Mr. Roy: That’s right.

Mrs. Campbell: Oh, no.

Mr. Roy: That’s the way the Act reads once the constituency association raises a fund, and that’s why I was concerned. We had taken the approach, and I don’t mind saying that I question the workings of the Act on that purpose, we had taken the approach that we were being open about it. We said: “What happens if a particular constituency

association raises funds for the candidate, the purpose of which expenditure by the constituency association will be to further the leadership race of this particular individual?" We were told that in fact these collections, or I should say these funds, could not be so used, you would not issue receipts.

Mr. Wishart: I think your request was that a certain gentleman—

Mr. Roy: Yes.

Mr. Wishart: —who shall be nameless, was going to seek the leadership of a certain party.

Mr. Drea: How much did you make, Albert?

Mr. Wishart: He wrote us and said: "Can this gentleman take donations, contributions, and give receipts for that purpose? He's going to the leadership convention; can he give receipts which will be eligible for tax credit?"

We looked at section 1, subsection 3, of the Act which says: "This Act does not apply to campaigns and conventions carried on or held in relation to the leadership of any registered party". So we had to say to that gentleman no, since the Act does not apply to conventions carried on for the leadership of a party, therefore that candidate for leadership can't give a tax credit receipt, he can't do that. He can't give a receipt which will be eligible for tax credit.

Mr. Roy: There's a specific conclusion.

Mr. Wishart: But he could very well have said, if he could work it, if he had good standing with his constituency association: "Look, I'm going to run for the leadership, I'm going to go round and ask my friends to toss some money into the constituency association. If I can raise two or three or four or five thousand dollars; you give the receipts, then you give me the money, and away I go and I'll put on a good campaign and I'll be your man." He could have done that.

Mr. Roy: Yes.

Mr. Wishart: As a matter of fact he did that.

Mrs. Campbell: You'll know next time.

Mr. Grande: They might not be too late.

Mr. Roy: It's not a proper use of the Act, for instance, for a delegate to register, let's say at a leadership convention, and then ex-

pect at that point to be making a gift to the party.

Mr. Wishart: You'll have to change that Act in the Legislature.

Mr. Roy: Well, is the federal Act different? They're doing it all the time.

Mr. Wishart: They have a different Act. We have to go by this one. Change it if you like, in consultation with the minister.

Mr. Chairman: Does that complete your question?

Mr. Roy: What about attending an annual meeting? Again is that something that—

Mr. Wishart: The whole purpose of this Act was to prevent money from getting into the hands of a candidate as such. Get it into the hands of the constituency association and let them give the receipts, let them run the show, let them support the candidate. The candidate is limited to \$500 in his campaign. You people did that; he can only give \$500 of his own money, that's what we have to administer. But there are ways of doing it through the constituency association.

Mr. Roy: Thank you.

Mr. Chairman: I'd like to ask all of the people in this room if they could refrain from their private conversations while the discussions are going on here.

Mr. Wishart: Bernie, you're not surely going to ask me a question.

Mr. B. Newman: Can't the constituency association—

Mr. Bounsall: Write a letter.

Mr. B. Newman: Can a receipt be given for volunteer services?

Mr. Wishart: Yes.

Mr. B. Newman: In what fashion then? Does the volunteer have to be paid first and then he donates the cheque to the election?

Mr. Wishart: The Act has a curious section on volunteer services. Wait until I see if I can find it here. Excuse me for a moment.

Mr. B. Newman: I don't think you can make a contribution and then get a tax deduction.

Mr. Wishart: Section 1, subsection (g) of the Act says:

A contribution does not include any goods produced by voluntary unpaid labour or any service performed by an individual voluntarily for a political party without compensation from a political party, constituency association or candidate.

It didn't say that he couldn't be compensated by some other person. This is one of the subsections that we have produced as an amendment to the legislation, because we think it's very unclear. We tried to interpret it during the election campaign, and I think with fair success. But our approach was that if the contribution was made purely voluntarily, without being directed by a corporation or a union or a person, and that person said: "I want to work for you"; even though he was given leave of absence with pay he wasn't making a contribution. But the section says: "Without compensation from a political party, constituency association or candidate." As long as those parties didn't compensate him, he was free to serve.

Mr. B. Newman: But does he get a tax receipt for the value of his services?

Mr. Wishart: No, if he came in and said: "I'm going to do this free and without compensation."

Mr. B. Newman: In other words, then, the way he would get around it is by making a contribution for the amount of his services.

Mr. Wishart: Or get on the payroll.

Mr. B. Newman: Or rather have them pay him for his services, and then he would make the contribution. Is that legal?

Mr. Wishart: That's right, that's legal. We'd find a way to stop that under this Act. I'm not saying we should, but we think that the section was quite unclear.

But if the constituency association said: "Come and work for us. We'll put you on the payroll, we'll pay you \$100 a week." He could get the \$100, give the \$100 back and get a tax receipt. We couldn't stop it.

Mr. B. Newman: That's subject to abuse, though.

Mr. Roy: I take it, on a matter of principle, Mr. Wishart, that we'd try to avoid that sort of thing.

Mr. Wishart: I would think so.

Mr. B. Newman: That's subject to abuse.

Mr. Wishart: We've aimed at it.

Mr. Chairman: Mrs. Campbell.

Mrs. Campbell: Yes; I wonder, Mr. Wishart, if you've had occasion to draw to the Speaker's attention, and through the Speaker to the government, that perhaps they have been guilty of false advertising with reference to any tax credits flowing from this legislation. Federally there are tax credits, regardless of your tax position. However provincially, although they advertise in almost the same vein, that does not apply. Anyone who is not subject to tax does not have a tax credit.

This has caused a great deal of difficulty, particularly among students in the community, and with some elderly people who believed that they would receive a tax credit. I wonder if the commission had done anything about that or drawn it to anyone's attention, because it seems to me that it's quite clear that this should be straightened out before the next election.

[9:45]

Mr. Wishart: Mrs. Campbell, there are two features to this. To answer your question directly, no, we have not drawn this to the government's attention specifically as a commission. I must say that the advertising that we got out and the advertising that I have seen in publications, while perhaps not apparent at first blush when reading, did say a tax receipt for Ontario income tax. The two things that have caught people off base are that a great many people don't pay Ontario income tax.

Mrs. Campbell: That's right.

Mr. Wishart: That's one thing. The other thing was that they did not grasp or did not see it was only a tax credit to Ontario tax; they missed that. Now they say: "We were led down the garden path; we didn't realize that." I would hope the government itself would correct that. We haven't seen fit to draw it to their attention. There's no amendment proposed.

Mrs. Campbell: It's a matter of advertising—

Mr. Wishart: There's not a word in this Act about tax credit.

Mrs. Campbell: No, that's the problem.

Mr. Wishart: It's the Income Tax Act of Ontario. There's nothing in here that says we do anything about tax. It doesn't even say so on the receipt on the contribution. It says nothing about tax credits. It just says you can make a contribution and get a receipt.

The Income Tax Act says, if you've made a contribution under the Election Finances Reform Act, you can get tax credit, not off your income, but off your income tax for Ontario tax purposes.

Mrs. Campbell: That's right, but it has caused a great deal of confusion—

Mr. Wishart: It has caused confusion, I agree.

Mrs. Campbell: —and I think some hardship to people. I would hope that something would be done and perhaps you're the ones to bring it to the attention of the government, rather than go through the exercise of a question in the House. That would invite the answer that you have given, but it still isn't clear to people.

Mr. Wishart: I agree with you.

Mr. Drea: Would you look into it?

Mr. Wishart: Yes, we shall.

Mr. Bounsall: Just because I led off here tonight, in a sense I don't know why I've been the lightning rod for a whole bunch of suggestions. Before I start, I've got two or three small ones, though.

I second the member for St. George's comments on this. It came as quite a shock to senior citizens and students when they filled out their income tax return to find that they weren't getting the full, legitimate percentage in the provincial campaign as advertised and as they've been used to the previous year federally. I think all members would appreciate a recommendation from your commission saying let's give the full amount, irrespective of what is the Ontario tax credit owing.

Mr. Wishart: That's something I agree with. There has been confusion. First of all, there's nothing in our Act about any tax credit, not a word. The other thing is that the Treasurer of Ontario, I think, would have to work out this tax arrangement with the federal Minister of Revenue. These things aren't done overnight. Whether the federal Minister of Revenue will allow that credit is something that was to be worked out.

Mr. Bounsall: Okay, but I'm on another tack here. Maybe you may think that it's inappropriate for your commission to speak to this, I can't determine that. But, if you think it's appropriate, then let the details be worked out between the Ontario Treasurer and the federal minister.

Mr. Wishart: Fine, I'll do that.

Mr. Bounsall: Secondly, in your reply to the member for Welland-Thorold you indicate that a candidate must sign the election expense return form. What do you do in the case that they don't? I gather from the photo-stats supplied from your office, this is so in the case of the Conservative candidate in Fort William, the former sitting member for Fort Williams, who not only didn't sign his election expense return but the list of donors to his campaign was illegible—when photo-stated at least.

What do you do in that situation? Do you ask him in terms of the illegibility to provide a typewritten list rather than a handwritten list? This is our old colleague Jim Jessiman. Secondly, when he hasn't signed the election expense return, does he get two letters in a row like the member for Scarborough Centre did? What do you do in that case?

Mr. Wishart: I can only say that it is news to me that that situation does exist. If it does, we haven't examined it to satisfy ourselves on it. Certainly, if he was entitled to a subsidy he would not get that. Secondly, under the Act he would not be able to run as a candidate again. Thirdly, he would be subject to a recommendation—we can't prosecute but we can recommend his prosecution.

Mr. Bounsall: You can check this point out but I am assured by those who got photo copies, through your office, of that candidate's report that he neither signed it nor was his handwritten list of contributors legible.

Mr. Wishart: We will certainly check that, because I would be very surprised to find that that had been disposed of if that is the situation.

Mr. Bounsall: Secondly, the Conservative candidate—

Mr. Wishart: I am quite sure it hasn't, as a matter of fact.

Mr. Bounsall: Okay. The Conservative candidate in Essex South—it may have been brought to your attention—

Mr. Drea: What's the point of bringing in my riding?

Mr. Bounsall: Well you bring up your points too.

Mr. Drea: Okay, you are raising your points, but now you are getting smart.

Mr. Bounsall: No, I am not getting smart. I am laying it out—

Mr. Drea: What has that candidate's file got to do with my riding?

Mr. Bounsall: I am laying out discrepancies which have come to my attention tonight.

Interjection.

Mr. Bounsall: Tonight, not sooner, for the chief officer of the election expenses office. If they happen to concern a Tory fair enough; if they don't, fair enough.

Mr. Drea: They are not mine though.

Mr. Bounsall: No, I said that only in connection with asking do they send out two letters, as they sent to you, in order to frighten them?

Mr. Drea: Would you like to make that very clear?

Mr. Bounsall: No, there is nothing wrong with yours.

Mr. Drea: Okay.

Mr. Bounsall: You and I made that very clear. There was a candidate in Essex South—I don't know whether or not it's been called to your attention—prior to his nomination, and therefore prior to his registration or anything else, a nomination meeting was advertised and his name was used in the advertisement. Was that drawn to your attention? Surely, that is not—

Mr. Wishart: We have had some cases of that. I don't—

Mr. Bounsall: Would you check the candidate Paul Klees, Essex South, to see if that was called to your attention? If not, it is now. What would you do about that?

Mr. Wishart: We can check that. We have checked every one of those infractions of the Act that we found and I don't think we missed any.

Mr. Bounsall: Okay. I don't know whether it was; I didn't at the time. I was aware of it at the time. What happens now that it is drawn to your attention and we can substantiate it if necessary?

Mr. Wishart: Are you suggesting—

Mr. Bounsall: In the advertisement for the nomination meeting the name of the candidate was very prominent. That is contrary to the Act. In other words, he couldn't be

an officially registered candidate because he hadn't been nominated yet. There was advertisement made in his name even though he was not yet the candidate.

Mr. Wishart: I shall check that. What section of the Act does that contravene?

Mr. Bounsall: How can you have—

Mr. Wishart: You can't advertise in a campaign except 21 days prior to the day before the election, right?

Mr. Bounsall: Right.

Mr. Wishart: You can't do any of that. I don't think there is anything to prevent you advertising a nomination meeting at any time.

Mr. Bounsall: Using a prospective candidate's name?

Mr. Wishart: Prospective candidate?

Mr. Riddell: Whose would you use?

Mr. Wishart: Whose name would you use?

Mr. Bounsall: You wouldn't use a name.

Mr. Drea: Come on, now. He is trying to slander me and he—

Mr. Bounsall: No, I am not trying to slander anybody. I am trying to get information here.

Mr. Wishart: Are you saying that he—

Mr. Bounsall: Is there nothing in the Act—

Mr. Wishart: I would like to get your question clear.

Mr. Bounsall: Let me phrase it this way. Is there nothing in the Act which prohibits the advertisement of a prospective candidate's name as the candidate for the riding prior to the time that that candidate is nominated, even if it is before the 21 days? In the newspapers?

Mr. Wishart: If I were to resign from the commission—I would have to do that because I can't be partisan—and say in some riding in this province I propose to run as a candidate for a certain party and I am going to have a nomination meeting next week, I think I am quite at liberty to do so.

Mr. Bounsall: Announcements are fine. This was a paid advertisement by the riding association, I would assume.

Mr. Wishart: The riding association spends its money any way it wants.

Mr. Bounsall: Okay, that's legitimate then. Okay, the final point is in relation to what you have done with respect to donations made from outside the province received by candidates.

Mr. Wishart: They are refused. They are told they cannot be accepted.

Mr. Bounsall: I understand that the current Minister of Industry and Tourism, the member for Ottawa South (Mr. Bennett), received one from Hull, Que. Was that specifically a turnback then?

Mr. Wishart: If that one has been checked down, it will have been turned back.

Mr. Drea: How about the UAW from Detroit?

Mr. Bounsall: There has been nothing on that point.

Mr. Drea: Oh no, you never want to raise that.

Mr. Bounsall: If you have an allegation to make, you make it. These are ones which turned up, as I understand it, from the—

Mr. Drea: I would very much like to—

Mr. Bounsall: —photostats of the chief election officer—photostats which he sends out.

Mr. Drea: I would very much appreciate it if you would say to the Chair that you are not talking about me.

Mr. Bounsall: Let me make it very clear, Mr. Chairman, I am not talking about anything to do with any Scarborough riding, let alone Scarborough Centre riding.

Mr. Drea: Especially your leader.

Mr. Bounsall: I am talking about the Minister of Industry and Tourism, the member for Ottawa South, who reported a contribution that originated in Hull, Que.

Mr. Wishart: Was it from a corporation?

Mr. Bounsall: I understand so.

Mr. Wishart: The section of the Act which covers it is section 30, subsection 2 which says:

Where the chief financial officer learned that any contribution was accepted by or on behalf of the political party, constituency association or candidate for whom he acts, from any person normally resident outside Ontario or from any corporation

that does not carry on business in Ontario . . .

Mr. Bounsall: So any corporation, registered anywhere, can make a donation.

Mr. Wishart: He then must return the contribution. That corporation could be in Quebec or Timbuktoo or Georgia.

Mr. Bounsall: That's fine.

Mr. Wishart: As long as it's carrying on business in Ontario.

Mr. Bounsall: Okay, that's fine then. As long as that is made clear. As long as they do some sort of business in Ontario, it is then legitimate is it?

Mr. Wishart: That's what you passed in the Act.

Mr. Bounsall: Okay, that's fine. Thank you very much, Mr. Chairman.

Mr. Chairman: Mr. Smith.

Mr. R. S. Smith: I just have one question. In regard to the independent candidate that you referred to earlier, if he does not file his returns—and I presume I know who the independent candidate is quite well.

Mr. Wishart: His name agrees with one of the districts of the north country.

Mr. R. S. Smith: If he does not file his return and does not follow the last request that you have made, will he then be excluded from running the next time around?

Mr. Wishart: Yes, the Act says so. I think we might even go further. I wrote him today and said, "Look, I've told you the section of the Act that applies to you, on the second of this month." I recall it very clearly because I wrote him this afternoon. "Now do you wish me to implement these sections and take action against you?" I put it as a question to him. He has phoned us a dozen times and said, "I'll get in there with it. I'll be in with it," but he hasn't come. We'll get him.

Mr. R. S. Smith: And if you don't get him, he's just excluded.

Mr. Wishart: He can't run again for one thing, but I think we might pursue him a bit, and hassle him a bit. He should comply.

Mr. R. S. Smith: And the other question I have is that there were certain problems with my submissions to the commission. They went in in December and I discussed them

some few weeks ago. Then I asked for my return and it shows there were contributions to the—

Mr. Wishart: Before you got registered?

Mr. R. S. Smith: No, no, there were contributions to the party association that just don't seem to show on the return that I get back when I pay you a dollar. It shows that mine was left in a deficit position when actually the contributions had been made to the party association.

Mr. Wishart: Well, Mr. Smith, we perhaps have not got your party association's returns, but the material that you get for your dollar is a photostat copy of what is filed with us.

Mr. R. S. Smith: Yes, but the receipts were filed with your people, you see. Were they not?

Mr. Wishart: They should be.

Mr. R. S. Smith: The receipts were used; did the auditor make the receipts on the wrong form or something like that? I just couldn't follow what was going on.

[10:00]

Mr. Wishart: I think we'll have to wait. I'd like to check that, Mr. Smith. Our records are public, as you know. You can get them for \$1, with the Act. If the constituency association files a return, and you want that, you can have that. If a candidate files a return, anybody can see it; you can have it.

Mr. R. S. Smith: Oh, yes, I know.

Mr. Wishart: What we send you on request is exactly what your people filed, supported by an auditor's report. So, if something appears to be missing, I would like you to let me know. We will check it in any event, now.

Mr. R. S. Smith: I did discuss it on the phone. I just can't put it together.

Mr. Wishart: We'll make a note of it.

Mr. Chairman: Does that complete your questions, Mr. Smith?

Mr. R. S. Smith: Yes.

Mr. Chairman: Mr. Drea.

Mr. Drea: Mr. Wishart, I want to commend you very much for sitting here tonight. I'm sure that you have tried to answer all the questions that have been put to you. I'm sure that, since you're in your infancy, they are just beginning.

Mr. Wishart: I wish I were.

Mr. Drea: I certainly hope you'll be here for the year 2000. I may not be, but I'm sure you will be. I want to thank you very much for putting up with things tonight. Let's talk just a little bit about tonight.

Mr. Wishart: I enjoyed it.

Mr. Drea: In all fairness—and it's all very well, Mr. Chairman, and I respect you very much as I've served on committees with you and I appreciate the fact that you brought out another line tonight—but there was a very clear understanding last week as to exactly what we were going to discuss tonight.

Mr. Wishart: Are you finished with me, Mr. Chairman?

Mr. Chairman: No.

Mr. Drea: I would certainly hope, Mr. Wishart, that the committee would give you—I mean this very seriously. I would certainly hope that everybody in here would certainly give you an A-plus, or however far we want to go. Because, certainly, nobody in this country has done the job that you have done. It was in a very short period of time, and taking into account all of the very, very difficult things—the difference between an urban and a rural riding; the difference between northern Ontario and southern Ontario—I really think that the people of this province really should be very, very grateful that we have someone like you to take on this job, because you do know it.

Mr. Wishart: No doubt about it.

Mr. Bounsall: He sent out only one letter.

Mr. Martel: This will go to his head.

Mr. Drea: I've been with Mr. Wishart a long time and I know exactly the position he was in. I say that very sincerely, sir. I'm sure that everybody who has sat in on this committee tonight—who has been here from the beginning—I'm sure they would echo my comments. Sir, we certainly commend you.

Now, I want to take on the chairman, and it may be as well that you leave.

Mr. Wishart: I have to go when the chairman says I should.

Mr. Chairman: I would say, Mr. Drea, that I have three speakers still wanting to ask questions of Mr. Wishart.

Mr. Drea: They can wait for me, Mr. Chairman, because I have the floor.

Mr. Chairman: You have the floor under item 11 of vote 201, Mr. Drea.

Mr. Drea: Yes, I do. I want to say to you that there has been a deliberate attempt in here tonight to stonewall. I don't blame you for it, Mr. Chairman; you weren't in the chair last week. But people came in here tonight and there were certain questions we were going to ask. There are certain people in here; one of them, in all fairness, is not Mr. Wishart. There were certain points last week that were raised on which we wanted to continue. I've sat in here since 8 o'clock tonight. I'm sure that some of my colleagues are going to raise similar things. The questions were going to be asked—not of Mr. Wishart; not of his commission—the questions were to be a continuance of what went on last week.

Mr. Chairman: What is your point, Mr. Drea?

Mr. Drea: My point is that I really think that this committee has been deliberately stonewalled tonight.

Mr. Ruston: Let's have a little order here.

Mr. Chairman: I'd better not make any comments. The next on the list is Ms. Bryden.

Ms. Bryden: I'll be very brief. I did want to agree with the member for St. George about the income tax credit for political contributions that the poor and the aged and so on are not getting because of the way it's being worked out on the tax credits. I have raised this in the House when the income tax amendment was up, so the Minister of Revenue (Mr. Meen) is aware that we would like a change. I think it requires an amendment to the Act. He did not commit himself to make that amendment, but he is aware of the problem.

I just have one question. I wondered whether the commission or its officials particularly have sensed the feelings of the CFOs regarding the amount of work which is loaded on them under the Act. Mr. Wishart mentioned that a lot of them are people who do it after their regular jobs. I wondered whether the commission had considered recommending some sort of payment out of the public funds of a small honorarium for the CFOs who are really required to take on a great deal of book-keeping and receipt-issuing work, particularly the receipts for political contributions. The auditors are funded out of the public purse and it seems to me that perhaps a small

honorarium might be recommended for CFOs as well.

Mr. Wishart: Ms. Bryden, we haven't recommended that. It's a good thought, I think. It might be worthwhile. There's a certain virtue, I believe, in our political life and our social life generally for voluntary service. But I realize it's a heavy burden, especially with a new Act of this kind and the requirements that it calls for. I think again that you might possibly raise this issue in the Legislature.

As a matter of policy, I wouldn't say we would shy away from it, but it is possible that a candidate might very well consider paying his CFO a salary for six or eight or 10 weeks of the election, however long it might run, and charge that as part of his expense. I'm not sure whether the commission might say that's a legitimate expense. I'm only thinking that out on the top of my head. I think some have and I think we have included it. The Act just says you can subsidize him out of the public purse for his campaign expenses. If he has to hire someone to run his campaign, then the commission might very well say that is a legitimate expense. We'll take that under advisement.

Ms. Bryden: Thank you.

Mr. Wishart: You have an ear to the commission, you have a contact.

Mr. Chairman: Mrs. Campbell.

Mrs. Campbell: No, I have nothing further at this point.

Mr. Samis: I have three brief matters. One is following from my colleague from Windsor-Sandwich about donations from out of province. I noticed on the official statement from the Liberal candidate in my riding a contribution of either \$300 or \$500 from a business based in Montreal. Do you check to see whether or not these firms are doing business in Montreal?

Mr. Wishart: They have to do business in Ontario.

Mr. Samis: I'm sorry, in Ontario. But do you check that when something like that is listed on a statement?

Mr. Wishart: Yes.

Mr. Samis: So if it's listed it means you have accepted it.

Mr. Wishart: We most certainly do.

Mr. Samis: So in this case it's a legitimate contribution.

Mr. Wishart: If it's not in Ontario, it's out. It must be diffused. And we call their attention to it.

Mr. Samis: But you do check that they are doing business? The second one—and I apologize, as I understand while I was out the member for Ottawa East brought this up—was a question of the ads used by the Tory candidate in my riding, prior to the 21-day period, asking for volunteer help, and using the name of the candidate. I think you recall we sent you a telegram asking for a ruling on that.

Mr. Wishart: That's one of the sections on which we propose an amendment and we spelled out very specifically in our proposed amendment, which your leader has, the Speaker has and so on, those things which could be put in an advertisement relating to the election campaign and would not be considered as contravening the Act.

The section at present is not clear and we propose an amendment.

Mr. Samis: Did you feel it was not clear? I noticed ourselves, for example, and the Liberals had no problems with that. We made no attempt to advertise in any way prior to the 21-day period.

Mr. Wishart: Oh, yes, there were problems all down through the piece. Not serious, but section 38 on campaign advertising, subsection 2, says "does not apply (a) to advertising of public meetings in constituencies."

Mr. Samis: But this wasn't a public meeting.

Mr. Wishart: No, no, but if somebody advertises a public meeting and says there will be a public meeting in the riding and they go on and say, "Jim Jones, a candidate, will be present. Come out and hear the candidate for the Liberal Party," is this part of the advertising? It's a question of interpretation.

Mr. Samis: But this is why we protest.

Mr. Wishart: Let me just finish. Subsection 2 goes on to say, "(b) to announcing constituency headquarters locations"—that's okay. That's not advertising. Then: "(c) to announcing services for voters by constituency associations . . ." Then: "(d) to any other matter respecting administrative functions of constituency associations." That's a lot of wide language. We spell that out in about eight headings, I think, in our proposed amendment so that you can't get out of line hereafter. But there was considerable interpretation in good faith, some that we felt contravened and some that was—

Mr. Samis: Do you recall, if not the text the general—

Mr. Wishart: Well, what did he say?

Mr. Samis: Well, "Volunteer for Ville-neuve."

Mr. Wishart: Yes, well that's volunteer service for a constituency association.

Mr. Samis: I think that was a recruiting ad for the candidate, very obviously, which is why we protested.

Mr. Wishart: Who is to interpret it?

Mr. Samis: Well, you, obviously.

Mr. Wishart: We did. We made him withdraw it.

Mr. Samis: Yes, but I mean, what was the general tenor of what you told them? Do you just ask them to withdraw it?

Mr. Wishart: We amended that section, to answer your question.

Mr. Samis: To prevent that from happening?

Mr. Wishart: Yes.

Mr. Samis: One final minor question: Is there any restriction on DROs contributing to political campaigns?

Mr. Wishart: I've never heard of it.

Mr. Samis: So they're perfectly free to contribute?

Mr. Wishart: A DRO is a person, that's all he is.

Mr. Samis: Yes, he doesn't have all the rights of a citizen during the campaign.

Mr. Wishart: There is no prohibition in this Act.

Mr. Samis: No prohibition. Thank you, Mr. Chairman.

Mr. Chairman: Mr Gregory.

Mr. Gregory: I would like to—

Mr. Martel: Wait a minute—

Mr. Drea: He was on before you. Let him waste time, just like you did.

Mr. Gregory: May I, Frank? May I? Mr. Chairman, I would like to know—

Interjections.

Mr. Gregory: Christ Almighty. Look, you people have been talking all night. Can somebody else get a chance?

Mr. Martel: Don't get so upset.

Mr. Gregory: Damn it, it's hard to start.

Mr. Chairman, I get the feeling tonight that there's—it's more or less on a point of order—there's been a magnificent job of stonewalling. I sympathize with Mr. Drea entirely. Now I don't object at all, I'm certainly glad to have heard Mr. Wishart's remarks. I couldn't possibly come up with a question, because every question has been asked at least three times from the other side of the room in what I consider to be a superlative job of stonewalling.

What I want to know—just the one question—is, can I be assured that at the next meeting of this committee we will commence at the beginning and discuss the point that Mr. Drea was interrupted in? We were supposed to continue with that, and out of consideration for Mr. Wishart being here we agreed to discuss this point and we have discussed it ever since 8 o'clock with questions being repeated. Several speakers have spoken two and three times. Magnificent; I've never seen a snow job like it.

I just want to be assured that when we get into the next meeting of this committee are we going to deal with that matter as the first item of business?

Mr. Chairman: Mr. Gregory, I would say at approximately 10:30 we will know, by the speakers I have, if this vote is carried, then we will go back to the previous vote on Thursday.

Mrs. Campbell: Mr. Drea will be the first speaker and I will be second.

Mr. Drea: We want to ask some questions. You know what they are.
[10:15]

Mr. Gregory: Mr. Chairman, the purpose of this particular exercise was to ask Mr. Wishart questions. He presumably will not be with us at the next meeting. The questions will have been answered. There was no mention when we started this exercise of taking a vote on that particular item while Mr. Wishart was here. It can be handled some time on Friday in its proper sequence. As a matter of fact, we are going back; we are doing all of the items. I am suggesting that it would be in order, I assume at the beginning of the next meeting, for Mr. Drea to continue where he left off at the last meeting.

Mr. Drea: Mr. Chairman, if I may.

Mr. Chairman: Order, please. In answer to your point of order, if you want to call it that, Mr. Gregory, I have been asked to chair this committee by the House to see that these estimates are carried at some time; there is certainly no time limit on the discussion. I am afraid that I, as chairman, can't say that we will commence that estimate on which we left off last Thursday. If this committee completes item 11—

Mr. Drea: No, no—

Mr. Chairman: Order, please. If we complete item 11 tonight and we come back on Thursday, we will certainly go on to that, unless the committee at that time decide the same as they decided tonight, that they would like to commence with something else.

Mr. Drea: Who are you going to bring in the next time?

Mr. Gregory: Mr. Chairman, the decision to go on with something else tonight was in order to accommodate Mr. Wishart's presence here; it was for no other reason. We weren't specifically dealing with that particular item. We wouldn't have been dealing with it if Mr. Wishart had not been here.

Mr. Chairman: As chairman, I don't want to debate this point. However, I would say one reason we did take Mr. Wishart was that we only had one member of the Board of Internal Economy here; and we felt that when we wanted the other estimates, we wanted that—

Interjections.

Mr. Bounsall: Very briefly, on the point of order, we did decide at some time, fairly early this evening, that we would hear Mr. Wishart first and that, if we finished with Mr. Wishart and item 11, we would continue from where we had left off last time. Apart from one member that I have heard, who brought up a matter which another member from another riding had brought up prior to his being here, there has been no duplication in this committee meeting tonight and no one is stonewalling it. May I say to the member for Mississauga East that we on this side have just as much interest in pursuing the matter in which Mr. Drea is interested as has Mr. Drea and other members of your party.

Mr. Chairman: Thank you, Mr. Bounsall. I think that's roughly what I said. Now we will continue. Mr. Martel.

Mr. Martel: Thank you, Mr. Chairman. I appreciate the opportunity to speak to the director of this great collection agency. I am delighted to have Mr. Wishart back here. He was one of those ministers who, when he was here, would accept an amendment; all of us in the opposition appreciated Mr. Wishart's willingness to accept a good amendment when he saw it.

I would like to ask Mr. Wishart, though, about a questionnaire that was submitted some time ago on the amount of election expenditure. I was one of those who filled out the form with respect to the amount of spending. I was one of those who filled out a form suggesting that in fact there should be limitations on the total amount that could be spent; I happen to believe that no government should be able to buy its way back to power because it has a great deal of money at its disposal. I think that would be the death-knell for the democratic process.

Is your commission about to recommend that there be limitations on the amount that a party—I don't mean the individual candidate now — could expend to try to regain power? As I say, Mr. Wishart, I have a fear that if you have too much money, you can use it to get yourself re-elected, despite what you might do as a government. I am not looking simply at the Conservative Party per se, which happens to have been in power for 33 years, but in fact at the whole democratic process. Do you people have any recommendations or thoughts on the overall expenditure that any one political party might have at its disposal during an election period?

Mr. Wishart: Mr. Martel, you mentioned a questionnaire, first of all. I will start with that. The questionnaire went out broadly to all candidates, and we got a good number back. We are making an assessment of the recommendations with a view to seeing what we can come up with perhaps in the way of amendments. This Act which we administer is your Act and, in contrast to the federal Act, it does put limits on contributions. It does put limits on expenses in that general area, the major area of candidates' advertising—media.

The federal Act puts no limit on contributions but does put a limit on expenses, a total limit on expenses. This Act goes completely on the limit of contributions so that to that extent it has met some of your philosophy. The only way further it could go would be to put a lower limit on. It does now put a limit on. The person, the corporation, the individual can only contribute so much.

The only thing I can suggest you do is agitate for lower limits if you think that's wise, but now you could go further and say not only shall this Act limit expenditures in advertising but shall limit all expenditures.

Mr. Martel: What concerns me as a student of history is that I don't think the amount of advertising you should do should be what re-elects you; I think good government should re-elect you, good legislation. But I have a fear, knowing what advertising can do, that despite what you might have done for the past four years, if you can advertise sufficiently in a short campaign, you can in fact get yourself re-elected despite what you've done for four years.

Mr. Wishart: All parties have the same right to advertise.

Mr. Martel: Right, I accept that all parties can do it. What I'm trying to suggest is that despite that, if you have enough of the long green you can buy enough advertising, and everyone knows that advertising can in fact—now there's no limitation on the amount you can spend though.

Mr. Wishart: No, but this Act limits the amount you can get to spend.

Mr. Martel: Oh, sure. But one can't realize what was in the coffers before that election came into existence, and that's what bothers me.

Mr. Wishart: I don't know that you'd make it retroactive to get rid of that money they've collected.

Mr. Martel: Well, I don't think they'd expend it all. It just bothers me in a philosophical—

Mr. Wishart: We're getting into a philosophical area here where I think I have to say to you, "Go back to your colleagues in the Legislature, give us a changed Act and we'll administer it."

Mr. Martel: If we could only get some amendments now to that, in fact we might be able to change it with the different complexion of the Legislature as opposed to when you were around. But I'm not sure the government's willing at this time to introduce any of those. I worry about the effect on the whole democratic process, that with the power of media—with money to buy the type of advertising that's possible—in fact without realizing it we could destroy the democratic process.

Mr. Wishart: You have a fluid situation in the Legislature where you might gather strength and see your amendments accepted.

Mr. Martel: Well, if we could only get some amendments.

The other thing is—and I understand one of my colleagues has already raised it—I know you have written to our select committee suggesting we meet with Mr. Vichert of the New Democratic Party, and I'm not sure what proposals you people have recommended, but it pertains to the suggestion on the Camp commission. As you know, the government only saw fit to introduce half of the Camp commission recommendations, and it's helped the riding associations tremendously, but the government's action has really hurt the central party, at least in the New Democratic Party. I'm being quite frank, because there are very few trade unions in this province as opposed to the number of corporations that exist in this province, and the inability to have the second section introduced—

Mr. Wishart: You should make your appeal broader and get some of those corporations.

Mr. Martel: Well, no. We're not interested in getting the money from the corporations. I'm not really interested in getting them—

Mr. Drea: Really?

Mr. Martel: That's right, really. I would prefer that we go the other route, and I would hope that the commission would see fit to recommend to the government that they should bring about the second proposal of the Camp commission, which was the contribution which each voter would be allowed to make. I believe \$2 was the proposal. We could do it in one of two ways. We could ask the federal authorities to allow us to write \$2 off for any person who wants to donate \$2 to the New Democratic Party, the Liberal Party or the Conservative Party that they be empowered to do so, we could do that through the federal tax structure. But of course we could always do it on a recommendation from you people that the province, the province itself, could reimburse the provincial party once a calculation was made as to how many people suggested that the two dollars might—or the dollar, whatever it is—that the province could pay the contribution to the central organ of any provincial party. Because of the situation in 1975, the government wouldn't listen to the opposition. When that second portion of the Camp commission was introduced. What it in effect has done has really destroyed the whole tenor of the Camp commission report, which was to ensure that

the central organ of any political party, and I am not talking about my own, would have the funds to operate a provincial campaign. I would hope that your group would, in fact, make that recommendation in sense of fairness.

Mr. Wishart: We haven't so far, Mr. Martel, but may I say to you that when our amendments, which I trust will be introduced in the House, are made this should open up the area for debate on other amendments which we haven't yet seen fit to introduce. We have only had seven. We were formed in May, we got down to business in June, a matter of six months of last year and two this year. It's only been eight months.

Mr. Martel: And thrown into an election right away.

Mr. Wishart: Yes, and we were into an election. We have had a research group working, we have got our questionnaire out, and it's coming back in good numbers. I would certainly anticipate the possibility that we will be making further amendments.

Mr. Martel: Well, I would hope your group would look at that.

Mr. Wishart: We do feel there are certain areas of policy that are yours, and not an appointed body.

Mr. Martel: But surely in a sense of fairness, to accept only one-half the Camp commission really is to bastardize its recommendations.

Mr. Wishart: I think they went maybe three-quarters.

Mr. Martel: All right, let's have them go the other quarter.

Mr. Drea: Mr. Chairman, it's 10:30. It's all over.

Mr. Martel: I would hope that you, as chairman, Mr. Wishart, would look at that very carefully, in terms of a sense of fairness.

Mr. Wishart: We have another thought, you know, but we haven't proposed an amendment yet. The questionnaire was designed to give us some thinking on the subject.

Mr. Martel: I would hope you would make that recommendation.

Mr. Chairman: It's now 10:30 p.m. I would just like to put the question. Shall item 11, vote 201 carry?

Some hon. members: No.

Mr. Martel: You want to bring Mr. Wishart back?

Mr. Drea: I am sure Mr. Wishart would come back.

Mr. Deans: Could I ask—

Mrs. Campbell: No, you can't. Surely he can't.

Mr. Cassidy: On a point of order, does Mr. Drea want to talk about the matter he was talking about the previous day, or does he want to talk with Mr. Wishart?

Mr. Drea: With all due fairness, you know, I have sat here since 8 o'clock tonight. I understood—

Mr. Martel: You had an opportunity to speak.

Mr. Drea: You weren't here until 10:20 p.m.

Mr. Martel: But I listened to you talk a few minutes ago, and you didn't talk just to the chairman.

Mr. Chairman: Order.

Mr. Drea: No, I talked to him about twice tonight.

Mr. Chairman: Order, please.

Mr. Drea: Now, the understanding the other night—

Mr. Chairman: Order please. I put the question.

Mr. Drea: Are you going to be here next year? Put the question.

Mr. Chairman: I put the question, shall item 11, vote 201, carry? I heard someone oppose that.

Mr. Drea: Yes, I do.

Mr. Bounsall: Mr. Chairman, a point of order.

Mr. Chairman: Yes.

Mr. Bounsall: If there is only one question left and it's a short one, could we not take that tonight and then dispose of the vote? Could you not poll the committee?

Mr. Martel: Yes, he could do that.

Mr. Chairman: Well, I think in fairness to Mr. Wishart that would be in order, but it's up to the committee.

Mr. Bounsall: I would suggest you do that, because I know one person who has only one question, but if there are others, then we obviously need him back.

Mr. Martel: Does anyone else want to speak here, except Mr. Drea?

Mr. Bounsall: And then we could be finished with the vote.

Mr. Chairman: How many have questions?

Mr. Cunningham: I have one brief one.

Mr. Chairman: One brief question. Will you have questions on this vote?

[10:30]

Mr. Drea: No, Mr. Chairman, all I want to know is that the next time we resume, can we come back to where we were the other night? That's all I want to know.

Mr. Chairman: Well, if there is only one brief question, if Mr. Wishart doesn't mind waiting or the committee doesn't—

Mr. Cassidy: I have only one brief question as well, Mr. Chairman.

Mr. Drea: I guess we shall bring him back.

Mr. Bounsall: Just try it.

Mrs. Campbell: Look, we started out, Mr. Chairman, and it was Mr. Bounsall who suggested there would only be a couple of questions of Mr. Wishart.

Mr. Drea: It's a beautiful night.

Mr. Chairman: It's after 10:30 now, so we will adjourn and this committee will—

Mr. Cassidy: Mr. Chairman, I will ask my question privately if the Liberal member wants to pose his question.

Mr. Drea: No, come on; it's up to the—

Mr. Martel: I think it's ridiculous.

Mr. Chairman: Well, if it's all right with the committee, I'll let Mr. Cunningham ask one brief question and Mr. Wishart reply, and then I'll put the question to the committee.

Mr. Martel: If it's convenient to Mr. Drea.

Mr. Drea: Oh, sure, it's convenient to me, but I want to go back to the earlier items.

Mr. Martel: Good. We all want to, Frank, I can assure you.

Mr. Drea: I sure do.

Mr. Chairman: Mr. Cunningham.

Mr. Cunningham: Thank you very much, Mr. Chairman. I appreciate your indulgence, and that of the committee.

Mr. Wishart, the question I have relates, I guess, to the spirit of the Act because it would relate to people with tremendous resources in private enterprise. I'm referring to the activities of a Conservative candidate in Hamilton Centre in the last election who was very fortunate to be in the business of car dealerships, etc. History would record that this individual did a great deal of advertising above and beyond the election activities in promoting his car dealership. In fact, I think those who were involved in the sale of media and advertising space within the city of Hamilton where this man's car dealership is located would have us believe that the amount of advertising that the individual did was above and beyond what he was in the normal custom of doing.

Mr. Drea: It is kind of like bar advertising.

Mr. Cunningham: I would say, sir, that even on election day we were seeing advertising for his car dealership. The question I would raise is, in what spirit do you think this is as far as the Election Expenses Act and within your administration?

Mr. Drea: How many people voted for Firenze?

Mr. Wishart: The question of the spirit of the Act was raised, not in the instance you mentioned so much as in the government advertising about rent control and the rent review board. The commission discussed it, passed a resolution and brought it to the attention of the government that it was a contravention of the spirit of the Act. That went forward some months ago.

In answering your particular question, and I'm not particularly familiar with that advertising, one would certainly have to make a decision as to whether the advertisement itself was an election ad. I mean the man could advertise his car business, I think, until kingdom come. He might be a candidate, he might be a very prominent political person, he might be active in any field, and would perhaps foster his advance in that field, but I don't think you could cut him off and say, "You can't advertise your car business unless under this Act it was part of election advertising."

Mr. Cunningham: I see.

Mr. Chairman: Shall item 11, vote 201 carry? Carried. I'd like to inform the committee that we will meet again Thursday after the question period.

Mr. Drea: We shall have a guest.

Mr. Martel: No, Mr. Drea will be on.

Mr. Chairman: Thank you very much.

The committee adjourned at 10:35 o'clock p.m.

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Office of the Assembly official taking part:

A. A. Wishart, Chairman, Commission on Election Contributions and Expenses



Legislature of Ontario Debates

SUPPLY COMMITTEE — 1

ESTIMATES, OFFICE OF THE ASSEMBLY

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

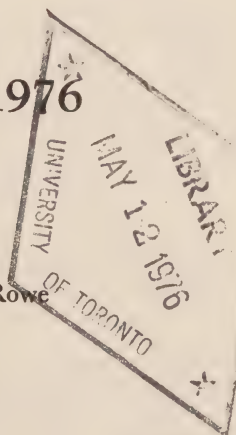
Thursday, April 29, 1976

Afternoon Session

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

THURSDAY, APRIL 29, 1976

The committee met at 3:15 p.m. in committee room No. 1.

ESTIMATES, OFFICE OF THE ASSEMBLY (continued)

On vote 201:

Mr. Chairman: I will call the committee to order and we will continue the discussions on the estimates of the Office of the Assembly. The committee is aware that we completed item 11 last Tuesday evening and agreed to go back to item 13. I do have a number of people on the list, so we will continue the discussion of item 13, and I will call on Mr. Drea.

Mr. Drea: I want to go back in the same tenor of some of the remarks that I think were made the other night by Mr. Martel. They were on policy and why the discrepancy between the regulations concerning a great number of matters in your legislative office, the building office, and the riding office. I think most of his remarks were confined to salary. That's really not the tenor of mine. As a matter of fact, just to clear up something Mr. Auld said the other night when I was discussing the security deposit on the telephone answering service, of which he was not aware, I said at that time that I had written a letter to a member of the board and it was my understanding that it was going to be discussed by the board.

I have the letter and I am willing to file it for Mr. Auld's, or the board's, edification. I understand now, through some private conversations, that if the matter of the security deposit hasn't been discussed by the board, it is going to be discussed reasonably in the next meeting. Apparently there was a bit of a communications problem with the way the letter was presented to the board. However, since the board are here I am willing to table it with them, and I am satisfied with that.

Mr. Deans: That's fine.

Mr. Chairman: Mr. Drea, I would ask that if the clerk of the committee wouldn't mind he could make copies of it and make sure that all members of the board have a copy.

Mr. Drea: Members of the board have a secretary, I presume. It can just go the secretary of the board.

Mr. Morrow: If I may just add a word to that, the communication was with me, Mr. Chairman. Mr. Drea communicated with me on this matter. I thought it had to do more with the constituency office telephone answering service than paying for this service charge thing. I don't know; is the service charge included in that letter?

Mr. Drea: Yes.

Mr. Morrow: The security deposit is included in that. I only mentioned the matter to the board orally and then, unfortunately or fortunately, whichever way you want to look at it, I took off for a few weeks' holidays in Arizona. In my reply to Mr. Drea I told him that I would have Bob Fleming reply to the same. But I wasn't there whenever this minute came out agreeing to the telephone answering service in their homes as well as in their constituency offices being paid for out of the \$3,600 allowance. I wasn't at that particular meeting—and you will note that I was absent from it—in order to be sure to have Mr. Fleming reply to Mr. Drea on this. So I will have to take some of the blame for this.

Mr. Breithaupt: Certainly, we can see that it goes on to the agenda. My fellow House leader and I will attempt to get the information attended to.

Mr. Deans: If I can reply, I am informed that in fact the Speaker did make a decision on the whole matter and that it will be paid. There is now a policy in place that will pay those security deposits. It won't need to be a matter for the agenda as it is now a matter of policy.

Mr. Drea: All right. But the point that I was trying to make, Mr. Deans—

Mr. Deans: It's an unfortunate incident, I think.

Mr. Drea: No, it is that Mr. Auld was placed in a position where he said that the board had no knowledge, and I said, "Well, I do have a letter," and it was kind of a commitment to bring forward the letter. As far as I'm concerned, the matter is dropped.

Mr. Morrow: They did have the knowledge of it, you see. He really was in error if he said that.

Mr. Drea: Anyway, it is cleared up.

Mr. Deans: It's done.

Mr. Drea: Why is it, when the policy was made about the constituency offices, that the regulations were much tighter than those provided in other areas where members receive remuneration?

Mr. Deans: Can I try to answer that? Because it has bothered me, and I think it has bothered all of us. We were faced with a very tight schedule, as you will recall, in getting the constituency offices off the ground. The authorizing legislation didn't come through until December, just immediately prior to the House rising. Like everyone else in the Legislature, we were not here during the Christmas vacation period; that is, between the time the House rose and the end of December. We met on a number of occasions in January, aiming for a Feb. 1 deadline, and we attempted to come to grips with everything that seemed to us to be of immediate importance in setting up some basic guidelines. We are now, and have been ever since, reviewing the guidelines. As problems arise, or are brought to our attention, we have been reviewing the guidelines and amending or reinterpreting them wherever it seemed that it was necessary to do so.

You are probably correct that the guidelines in the first instance were fairly restrictive, but it seems to me personally—my colleagues can speak for themselves—that it is better to write fairly restrictive guidelines at the beginning, when time is short and you may not be able to foresee all of the difficulties, and then to expand upon them when it is brought to your attention that there are some problems with them. I would prefer that than to write very loose guidelines and then have any number of matters arise that are either costly or unable to be proceeded with for one reason or another, which would

require you then to go back to the members and start withdrawing things you had previously thought might work out quite well.

I can assure you, Mr. Drea, from my point of view—I think I'm speaking for both of my colleagues and probably for all of the board—since we are involved, as you are involved, in a constituency office, and since we have to face basically the same kinds of problems that you have to face, that we're continuously looking at what we have to do to change the guidelines to make them meet the need—and we're doing it now. I think that answers it for you.

The time required us to come up with something that would be operable on Feb. 1, and that meant dealing pretty quickly with things. You can appreciate that when the House isn't sitting, the board members are all over the province—cabinet ministers in their ridings, members in their ridings—but when we had to come back to Toronto for the debate on the teachers' strike, I can assure you we were meeting regularly in order to try to get these matters cleared up.

Mr. Morrow: I would just like to add a footnote to bear out those remarks by Mr. Deans. If you look at the minutes of March 8, there are four items there, for example, that have been added since the original guidelines came out. We had this matter about installing telephone answering services in members' homes as well as in their constituency offices. We agreed that members' first-class mailing from their constituency office would be paid, up to \$100, but that no bulk mailing would be made from such offices. We also agreed that constituency offices need not be closed during an election campaign but such offices must not be used as a campaign office; that was another addition. And we agreed that secretaries employed in members' Queen's Park offices could work at other times in constituency offices.

Those are just four things in the minutes of that meeting, and I know we later discussed members' accommodation expenses in northern Ontario and in larger ridings. This is being improved on. We are presently talking about indexing members' retirement pensions. As we go along, we've got to kind of keep filling in and improving on original guidelines; and I'm just saying that to back up what Mr. Deans has said.

Mr. Drea: I can understand that very well. Considering the time limits, which are really about 20 days if you take out the Christmas holiday, I personally have no quarrel with

the way the policy came down. However, I am interested in the fact that in the past five years there have been significant changes in the way the members have received remuneration other than salary. Two years ago—maybe it was three years ago—as a result of the Camp commission, accommodation allowances came in for the first time; so did transportation allowances and a great number of things that simply weren't there for the member previously. They were there for some other people but they certainly weren't there for the member.

What intrigues me a little on the documents that were sent out Feb. 1, which were the pretty basic ones, is that whereas in the past there really weren't terribly many guidelines on the accommodation allowance and so on, this time around the board lists a whole batch of guidelines. For instance—let's just take one great discrepancy—I can hire my wife to be my secretary in Queen's Park. I cannot hire my wife—or any member of my family—to work in the riding office. Under the accommodation allowance guideline, I can charge for accommodation, provided I have the receipts; there is no restriction on who owns the building or on what's going on. But under this one I cannot rent space from a member of my family, a spouse—the whole bit. Most specifically, it just says no payments—period—will be made to a member's spouse and/or children.

I don't want to talk for every member, but if there are virtually no regulations concerning 90 per cent of your work when you are in this building and when you are travelling to and from your riding why is there the sudden feeling to put them on the riding office, which is something that only accounts for 10 per cent of your work?

I am not questioning your right to do so. I am not questioning that you had a lot of restraints, in terms of money and because it was a brand-new programme. But I am just wondering why there was this sudden clamp-down.

Mr. Breithaupt: I would suggest, Mr. Chairman, that basically what we had done was to use the general approach that had been taken for members of Parliament. We obtained information from Ottawa as to the guidelines that had been set up, how they were generally received and working or what should be changed or developed. So, primarily, we adopted the approach that had been taken for this kind of project from the federal experience and we set out most of the details that had been set out there,

I presume, to set a certain tone and standard of operation in that particular area.

Mr. Deans: If I can enlarge on that a bit, when you look at something after it has been developed; you can always say, "Well, why did they do this and why did they do that?" As I sit and look at some of the guidelines, for example, I think I tend towards a position that simply might make the allowance unconditional; you would pay it in whatever way you wished, for whatever approved use you want to use it for. But there are real problems with it.

First of all, Jim Breithaupt is right. We looked at the federal guidelines for guidance; we looked at them to see if there was anything we should be aware of there or if there were any problems with regard to the way the Ottawa people paid for and regulated the use of the facilities in the ridings. As politicians, being in exactly the same position as the people on whose behalf we are trying to make decisions, we tried to see where the political flak might come from in terms of the setting up of these constituency offices and thought it better, on balance, that we should attempt to avoid controversy rather than leave it open at that point. Now, it may have been bad judgement, but it was done in good faith.

[3:30]

The board members thought, for example, with regard to the hiring of family and wife, that it probably wasn't a bad practice to follow for politicians that they not leave themselves open to criticism, using public funds for the purpose of paying salaries to their spouse or children. We thought that was a good practice to follow. So, we put it in the regulation.

We then thought that in order that the administrative staff not be faced with having to make decisions daily on whether something is or is not reasonable, which is the real term that is important—reasonable under the circumstances—and rather than leave it up to them to have to make these decisions as they arise, that it be better that they too have guidelines to work from.

We didn't pretend that the guidelines were exhaustive, that they were on tablets of stone. We just said these are the kinds of things that we think maybe ought to be set out so that everyone operates on the same base.

I think, in all fairness, that the guidelines seemed to have worked out fairly well. There have been problems with some of them. Those problems will be resolved. But, on

balance, the guidelines seemed to have worked out fairly well.

The difficulties that have arisen that I am aware of are in matters where there is no guideline. But, generally speaking, the problems that have arisen and brought to my attention are with regard to things that aren't covered or where the administration is required to make a decision on something that isn't covered by guideline or by a minute of the board. And, so the board—

Mr. Drea: Don't you find that a bit disturbing?

Mr. Deans: Yes, I find it a bit disturbing, but I also find it understandable. When you are dealing with 125 different people, each one elected and assuming some major responsibilities, they each see their job somewhat differently. It is hard to ask other mortals like ourselves to be able to exercise the very best of discretion in every case and to make sure that each member gets not only what he or she requires, but also, within reason, the same basic things as all members are entitled to.

I tended to think that given the shortness of time, the difficulty in setting the office up in the first place, the problems of administering it in a reasonable and fair way, that it made more sense to have some guidelines and then to work towards improving them over the course of time, than it did to simply leave it open-ended.

I think the thing we have got to be guarding against is any accusation of preferential treatment, that one member or one person of more influence, or whatever, gets something that someone else either doesn't get or is not aware is available to them.

Mr. Drea: That has never come up.

Mr. Deans: No, no. I am saying that is why we set out guidelines.

Mr. Drea: Oh, I know why you set out guidelines. But, you see, it seems just a little bit peculiar to me that the one thing you did have going for you when you set up these guidelines is that you had an experienced staff, or at least the nucleus of it. You had the executive staff with Mr. Fleming. I don't know how many associates or employees he had then but, nonetheless, he had been in operation. It was okay.

From the discussion here on the guidelines everybody can understand them. You may agree with them; you may not. Okay. Where the great difficulty seems to come is that Mr. Fleming's people seem to think that unless

there is a specific guideline or a specific minute that they cannot do anything. This seems to me to be an extremely cumbersome way to run a business, when you have experienced people.

Mr. Deans: Okay. I think probably the only response I would have is that it may be the fault of the board. Maybe we were at fault, in the case of the moneys available to the members for their own use—the \$3,600 for example. When we set out the salary at \$9,000, you are well aware that was a major debate, and \$9,000 was finally settled on. Okay?

It may be that the \$3,600 plus the additional bits we added afterwards, should simply have been left to the discretion of the member to use in whatever way that member wished. I can appreciate that might be true.

Mr. Drea: You're talking about lumping \$12,600 in for everything.

Mr. Deans: Yes, for the whole thing. Perhaps we should have put it in and let you use it in whatever way you want. I don't personally object to that provided, as a matter of record-keeping and for the purposes of the Auditor, we can work out a satisfactory method of keeping adequate and proper records. I think it's something—in fact, I know it's something—the board intends to address itself to immediately and if the administration has been delinquent or has been slowed down by the processes we have set up as a board, then we'll change the processes.

If the administration has felt that it was encumbered in some way and not able to make a judgement because there was no direction from the board, then we'll have to change the terms of reference so that it's clear that the administration has the power to make whatever decisions it deems necessary and we, the board, will assume responsibility, having given them that *carte blanche*.

That's what happens. If I give *carte blanche* to the—

Mr. Drea: It isn't *carte blanche*.

Mr. Deans: I'm saying, though, if I give them—the trouble is, it is *carte blanche*, Frank. I can't say I'll give you whatever power you need to make decisions but you'd better come and check with me before you make them.

Mr. Drea: That's what they have now.

Mr. Deans: No, that's what they haven't got now. The problem is they don't have the power to make decisions at the moment. Perhaps that's been the difficulty.

What we have to do is say, as a board, we have confidence in the capacity of the administration to make decisions and that we will assume the responsibility. Given that we have given them that power, we will assume the responsibility for any errors they make. They'll be answerable to us, obviously. They may get kicked out the door at some point if they make too many mistakes but, on balance, just as I do with my own staff, I say to them, "You go ahead; you make the decision. I'll be responsible for it. If you make too many errors, we've got a problem." I think that's what we have to do with them.

Maybe they were a little reluctant to go at it, given the political arena and the atmosphere that always prevails but maybe we have to change our attitude, too. I think that may be true.

I think the board's been feeling its way a lot. Even as members of the board, we never really had any clear indication of what our responsibilities were. I think that's a fact. The House has never really given us very much in the way of direction as to what kinds of responsibilities we're intended to assume. We have frequently been questioning whether or not we do have the power to do what we're being asked to do.

I'll give you an example. We were asked to review a number of estimates of a number of legislative commissions and the like, including Mr. Wishart, the Clerk and the Ombudsman. When the Ombudsman appeared before us, it became apparent that we didn't have the legislative authority to do what we were asked to do. I can say, for at least two of us, that we had discussed that previously, that we wondered whether or not we had it. I think that's what I'm saying to you.

We're all a little like you. You get put on a board and then you sit there and you say, "Okay, what are my powers?" They're not really very clear so we make decisions. We may have made them unwisely. We may even have made them wrongly.

I think if you've got a complaint about the office of the administration, the board will deal with it either in terms of finding out why the decision was made and under what authority it was made, or why it wasn't made. If it wasn't made, we'll take whatever corrective action is necessary and assume the responsibility for it.

Mr. Drea: There's no question about assuming the responsibility but it seems to me an awfully cumbersome procedure. You have to wait for somebody to have a bad

experience and it works all the way up through channels and then it's corrected.

Mr. Deans: Wouldn't you agree that it's very difficult to anticipate bad experiences in advance?

Mr. Drea: You can't.

Mr. Deans: You can't.

Mr. Drea: That's why you need a very flexible procedure whereby those can be adjusted as handily as possible.

Mr. Deans: Okay. To be honest, we thought we had a fairly flexible procedure. We really did think that in a general way the administration was not encumbered by the activities of the board. As I listen to what's going on and read the portions of the minutes when I wasn't present, there definitely were some areas where the administration were maybe not properly advised as to how to exercise their jurisdiction. So we'll advise them.

Mr. Drea: You see, there's another aspect to this. This is a high-profile programme you've touched on and it's somewhat difficult for a member. This board is a little bit different from any other boards in that you have to go direct to one of your own members. Then somehow it comes in and it gets corrected. You and I may understand that very well. It is what it appears to be.

I think this concerns me a great deal. With the experienced help we have, surely there should be a procedure where if something goes wrong there's an almost instant remedy. Maybe there's no remedy. Maybe it was never intended and that's the way it is. Fine. But to me, that's an instant remedy. It's not something that's going to be weighed; it's not there.

But you see, at the moment you go to a member of your own party and your own party brings it up with the board and then it comes down. It comes down for you but doesn't necessarily come down for everyone else.

Mr. Deans: Oh yes, it does. Every decision of the board comes down for everyone. If we make a decision on a matter then that's the reference for any other similar matter. There is no question about that and that's the preferential treatment aspect of it, that I have referred to. If the board makes a decision on something we look at the instance. We look at the example, if you will. We look at how that could be made available to all people on the same basis. The ad-

ministration is advised that in any future discussion on that, that's the way it's to be done.

Mr. Morrow: It's published in the minutes.

Mr. Deans: It's in the minutes.

Mr. Drea: Can you tell me why there's been so much difficulty over telephones?

Mr. Deans: Over telephones? Could you be specific for me?

Mr. Drea: Whether they're going to be Zenith numbers or WATS lines, or they're going to be this or that. You took care of the urban members. You said we can have an answering service. Okay, for the urban member that's fine. To the rural member an answering service is almost prohibitive because he has to pay mileage.

Mr. Chairman: Which member of the board would like to reply to that?

Mr. Morrow: I can only say that I brought the matter up on behalf of members of my party at the board meeting with regard to Zenith. Is it fair, Ian, to say that we booted around this Zenith question on our board twice on two different meetings?

Mr. Deans: Oh, at least. We talked about INWATS, OUTWATS, Zenith.

Mr. Morrow: And we can't come to a rational decision on it. One member of the board claims it would get so out of hand it could cost tens of thousands of dollars. We can't seem to get a handle on the thing to know how much it would cost in order to say, okay, Zenith is all right to have.

Mr. Drea: Yet when I asked the other night, nobody could tell anybody. Well, they could say they couldn't have a Zenith line. Somebody asked what was the alternative and I said have them phone collect. It'll cost \$5,000 but it'll be legal, and a member of the board said, yes, have them call collect.

Mr. Deans: I'm sorry, I missed that. I beg your pardon?

Mr. Drea: There was some discussion the other night about the Zenith lines. One of the questions that was put that if you won't have Zenith lines in or prepaid lines, whatever you want to call them, what should I do? What's the alternative to service my riding? I very calmly hinted, why don't you have everybody phone collect? It'll cost up to \$5,000 but it's legal and it will be paid. And the answer came down from one of the

members of the board that, yes, that was an alternative. Have them call collect.

Mr. Deans: Yes. That wasn't raised for the first time by you. That was in fact discussed at a board meeting. One of the questions that arises is that the cost of Zenith and INWATS and OUTWATS operations really does vary considerably from area to area. I'm not talking about just a minor variance. It costs five or six times as much in one area as it does in another.

[3:45]

I said the other day, and I haven't had a chance to talk to my colleagues, but I think that perhaps as a matter of practice that the three caucus representatives of the board—to differentiate between the cabinet representatives—should meet with each caucus, not just your own member but all three of us because it is absolutely non-party in the way we deal. We try anyway—as close as you can possibly get—and I would like to think that we could maybe meet with the three caucuses at a caucus meeting and hear from them, because if it is the wish of the members that there be Zenith numbers, there will be Zenith numbers. That's the direction. If that's the wish of the members, given that we all understand that we then assume the responsibility for the cost, then that's what there will be.

Mr. Riddell: There shouldn't be any question.

Mr. Drea: What bothers me is why does it take so long? You've come to this decision—which to me seems to be a very normal equitable decision—that you have to weigh the costs and people will accept the responsibility for it and there is a need for it; obviously there is in the rural ridings. I don't need one. It would be foolhardy of you to put one in, it would be a straight ripoff of the taxpayer. But by the same token, you could work it the other way—to make a rural member take three or four offices, when the one Zenith line would accommodate it. But you reached that decision. It seems to me—just a couple of minutes—

Mr. Breithaupt: It's not as though the decision was reached only in that short period of time. What has happened is that for a lot of the members their constituency office is within an area served by exchanges that can be dialed directly; in other words, most of the urban areas. There are problems in dealing with a constituency that is served by, let's say, three separate telephone exchanges and if that happens, then we have

to get into this WATS situation, which allows calls to come into one central point at no charge to the caller, and which are received and dealt with by being placed on the telephone charge against the member's allowance of \$3,600.

Another way of doing it is to deal with the problems of constituents in particularly large ridings on a collect call basis, the cost of the number of calls that may come in being placed against the members' telephone credit card. On balance, that would be the best way of serving that particular problem at the least expense.

Of course, it may be inconvenient for a member to have a constituency office and yet require a great ability to handle telephoned problems. I would think that many members would come to the conclusion that the constituency office in their own community, if they have opened one up in one of the more urban ridings, deals far more with telephone calls than it does with persons who walk in and, therefore, we have to have a facility to deal with those telephone calls. It could be, in a certain riding with three medium-sized communities, that to have the office in any one is a great inconvenience for the other two and therefore the telephone situation could resolve what is needed to service that constituency.

This is a thing that I think we are now coming to grips with, because it would appear to us on the board that probably 100 constituencies are well and immediately served by one constituency office and by the amounts of money that have been available. When you're starting to talk, for example, of downtown Toronto rents or you are talking about the service costs in a riding such as Wellington-Dufferin-Peel, which stretches many miles in all directions, even though it is presumed to be in southern Ontario where distances aren't ordinarily so great, you realize that each of us has particular problems. The board is now going to have to resolve the perhaps 25 particular concerns that are not otherwise provided for. Certainly I, as a member of the board, and I'm sure my colleagues Mr. Deans and Mr. Morrow too have only one purpose and that is to attempt to resolve those concerns.

Mr. Deans: That last statement is the most important.

Mr. Drea: One of the things that you brought up was okay; the collect call may be more beneficial.

Mr. Breithaupt: In certain circumstances.

Mr. Drea: I'll buy that. That goes on your credit card. That isn't even included in your \$3,600.

Mr. Deans: Is it possible, Mr. Drea, to accept that we will in fact now review this with each caucus?

Mr. Drea: I do.

Mr. Deans: Okay. I think that resolves it for you.

Mr. Breithaupt: Because it's a programme that's been in place for three months.

Mr. Deans: It will be reviewed now, and if that needs to be changed it will be changed, if it is the wish of the caucus.

Mr. Riddell: Just on a point of clarification: The collect calls are not charged against your credit card. Any collect call that comes into my home is charged against my telephone bill.

Mr. Deans: That's up to you.

Mr. Breithaupt: You simply say charge it to 175, whatever it is—

Mr. Riddell: I refuse to accept a collect call, and yet I realize that many of the people who are trying to get me are financially strapped. They can't afford a phone call and this is why we need Zenith lines.

Mr. Breithaupt: It is not only for that purpose, because for any call that comes into your home you can feel perfectly open to accept those charges and to make that charge against your credit card number, that is entirely a constituency service and that is what the telephone credit card it for—so you would have no fear in accepting those calls and charging them through quite properly in that area. That's certainly my understanding of what it's for.

Mr. Deans: Let me tell you, these are the kinds of things where I think it's a matter of communication among members. We've had the credit cards longer than we've had the Board of Internal Economy or, for that matter, longer than we've had the constituency offices. It could be that we have to have some sort of briefing session for members from time to time to inform them of how to take advantage—I use that in the best sense—of the facilities that are available to them. I don't mean to take advantage of it in a wrong way, but rather to use it to the advantage of the constituent.

I think maybe we need a briefing session, and each caucus should do that. I'm sure

some of my members have questions to ask that I already know the answer to, but nobody's ever asked me the question. And it never occurred to me to tell anyone because I assumed they knew.

Mr. Drea: I understand your problem. It took me two years to find out there was group insurance. Nobody ever told anybody.

Mr. Deans: It took the leader of the Liberal Party months to find the washroom! It just shows you.

Mr. Breithaupt: That is not entirely so. If on occasion our leaders have rather a harried look, it isn't entirely based upon that.

Mr. Deans: I was only reading the paper.

Mr. Drea: No, but can I just raise one point for when you do decide this? The member for Huron-Middlesex—okay, he can say, theoretically, that he decides everything by credit card. When a collect call comes in, he just leaves it there—it's a 175. That doesn't even show up in your appropriation. It wouldn't show up for him for an office at all.

Mr. Breithaupt: No, but it will show up in the charges which will, of course, be published.

Mr. Drea: But it may not.

Mr. Breithaupt: They will appear in Hansard, just as one's mileage and accommodation allowances appear. But you are quite correct, he would not have that charged against his \$3,600; it would appear otherwise. Presumably, that \$3,600 would not be used for those charges which some other member might us for those charges, to his detriment, because the funds might not otherwise be available for some other purpose.

Mr. Deans: The other thing is this; the credit card situation has been available for so long, I don't think anyone really gives much thought to why that should appear against constituency offices anyway.

Mr. Drea: It can't.

Mr. Deans: It can.

Mr. Drea: Well, it can for bookkeeping.

Mr. Deans: For bookkeeping purposes it makes a lot of sense that we try to keep as few entries as we can, rather than have great, massive entries in every category in each of the two locations. It seems to make sense.

Mr. McCague: I'd like to get one entry in on mine, if I could.

Mr. Deans: I'd be delighted. What would you like in?

Mr. McCague: A Zenith phone.

Mr. Deans: That'll be looked at immediately.

Mr. Morrow: Mr. Chairman, if I can remind Mr. Deans, we have put the proposition of Mr. McCague before the board—and it has not been resolved—to the effect that he doesn't have a constituency office, but he wants the Zenith line. Therefore, it was my opinion that his \$3,600 could be all used for the Zenith line. Anything over and above that, of course, I thought he should pay for himself. But we got talking about these wild expenses of Zenith lines. I am of the opinion if he doesn't have a constituency office and he elects to go for a Zenith line, then he can use his \$3,600 in that way.

Mr. Breithaupt: Well, I would indeed say that any surplus could well come out of the basic amount that is not being otherwise used for secretarial service. He has obviously chosen to service his constituents in a way which is acceptable to him, and they will decide if it is acceptable to them. If it isn't I am sure they will let it be known one way or the other.

In the meantime, the net cost to service that constituency is surely no different than what some other member might choose to claim to service his or her constituency. If you are within that overall package, then how you choose to use it should be very much your decision. I think this will come now that we have seen several months of operation. This is the kind of approach the committee studying how these offices should be organized reported back to the commissioners.

Mr. McCague: Mr. Chairman, since my points will be on that very subject, could I have a couple of minutes or not?

Mr. Drea: Sure. Let's clean it all up.

Mr. Deans: Can I ask you, are you satisfied that we have said that the matter will be dealt with immediately on the basis of making sure that that is the wish of the caucuses involved? That's the thing that is key. I don't want one caucus turning round to the other saying: "You get privileges we don't get. We didn't know that was available. We would never have voted to have that happen."

Anything we may do has to be done with some degree of unanimity. You may disagree, but I don't want services to members to be political matters to be dealt with in the Legislature. Because we have to decide and we are members too.

Mr. McCague: Mr. Breithaupt is being overly generous when he says that you might even dip into the \$9,000. I don't think it should be.

It might be well if you approach the subject of the \$3,600 from the point of view of what you cannot do with it, instead of what you can do with it. Because you have got some things documented now, that you can't do. I just put that out as a suggestion.

Mr. Breithaupt: We all agreed that that figure is going to have to be adjusted, particularly as you look at downtown Toronto rents; I am sure Mrs. Campbell could comment on that one area alone. And rents in Scarborough too, of course. But this is the sort of thing we learn from.

Obviously it must be done so that all members have the same ability to deal with their constituents' problems.

Mr. Deans: George, you can't quite do it that way. It would be impossible for me to sit and think of everything that ought not to be done with the money.

Mr. McCague: Fine. I put it out as a suggestion.

Mr. Deans: It would be better to say these things can be done, and if you want something else done, bring it to our attention. The thing is if I don't get everything into the list of what can't be done the first time around, then it is naturally assumed that everything else can be done. So, I think it has to be done the other way.

Mr. McCague: Maybe that is the opinion of the board, but I brought it out for discussion.

Mr. Deans: I appreciate the problems.

Mr. McCague: It is all right to talk about collect calls, but in a place where you have 16 different municipalities and about seven different telephone exchanges, collect calls are fine, but everybody has to scurry around and look up your number. If you do have a Zenith number, it can be published in the phone book, and so can your own number.

My number in Alliston can be published in the Barrie directory. If you are not going

to go for Zenith, I hope you will pay for publishing my Alliston number in the Barrie phone book saying, "Call collect."

Mr. Breithaupt: Quite reasonable.

Mr. Riddell: Let's opt for the former though—

Mr. McCague: You seem to be overly worried about how you can get me a phone at the least expense, and you don't worry about how the others spend their \$3,600.

Mr. Deans: George, I don't want you to think that I am overly worried about it.

Mr. McCague: It has come out today.

Mr. Deans: No, no, I wouldn't want you to think—I would like to be quite honest with you, it hasn't consumed a hell of a lot of my time, as a matter of priority on a range of one to 10, okay? I'm concerned, though, that you're not getting adequate service. How we do it is simply a matter of trying to find the best way.

[4:00]

Mr. McCague: Well, they're printing a new phone book quite shortly and I would appreciate an answer. Thank you.

Mr. Chairman: Mr. Drea, anything further?

Mr. Drea: It will probably take legislative amendments, but would the board be willing to consider, instead of having a standard amount across the province, being consistent with the other members' allowances and base it upon geography and other considerations? For instance, I am not paid an accommodation allowance because I have a riding within the boundaries of Metropolitan Toronto. I am not treated the same as you because you live outside the boundaries of Metropolitan Toronto and you are entitled to that allowance.

Mr. Deans: You can stay at my place anytime.

Mr. Drea: I'm not so sure somebody there might like it.

Mr. Breithaupt: Presumably you're not put to that expense.

Mr. Drea: Okay, but we're not being treated equally and on the basis of need. I don't need accommodation allowance; people outside of Metropolitan Toronto do. When we come down to the riding office it's the same deal for everybody.

Mr. Deans: I agree. I think the intent of the commission was not fully realized by the board at the time that they dealt with the matter. I hate to make the same excuse but we were faced with real deadlines. I think that the commission itself recognized there may be differing costs in different areas for the same basic level of service. That was quite clear in the resolution that came forward and I suspect the board is going to have to at least review that at this point to see how you make those adjustments. It's not that easy, you know; it's not just quite that simple.

When you start talking about provision of money for expenses of members, we said that for accommodation allowances each member, regardless of where they lived, would be given \$3,000 a year with the exception of the cabinet. That meant that one member could live in the suite at the Royal York for three weeks if they wanted and then go home every night from then on, or could live in a small room in a hotel all the time. What we have to watch with unlimited expenses is that it is possible—I know that none of the 125 who are here now would do it, but some might.

Mrs. Campbell: It's nice that you said that.

Mr. Deans: Well I thought it was nice—some might lease very lavish quarters and others might be more modest, and I think that we've got to be aware of that.

Mr. Drea: You seem to think that every-time I raise something I'm asking for carte blanche or open end.

Mr. Deans: I'm not. No, I'm not.

Mr. Drea: This is my point. I just want to make that plain. I'm not asking that people get the moon, and it's not accountable—you give them \$10,000 and nobody cares what you do with it, just sign the voucher. All I'm saying is that in terms of the structure of a method of providing financial support to members, on the condition that they should provide services, that it seems to me here once again we went through a very rigid thing when already, on the items that cover 90 per cent of the work—it wasn't a loose structure, I don't mean that; it was a structure that was considerably less restrictive and yet had obviously met the needs, because I don't think the board has been overly concerned about abuses of accommodation, of expense money, or mileage, of anything else.

Mr. Deans: It hasn't really come before—

Mr. Drea: No, okay. But all right. Then in here it gets to be very rigid.

Mr. Deans: Yes.

Mr. Drea: All I'm asking you to do as a board is consider the fact that really no two places in Ontario are alike. I realize it's very difficult, but I'm not asking that the limits go from \$3,600 to \$10,000. It may very well be that the limits go to \$4,000 in urban areas and they drop down to \$2,000 in other areas. I don't know. There's the staff of yours. They can tell us what rents are, that kind of thing.

Mr. Deans: We did that. Yes, okay. Your point is well taken. We should review this.

Mr. Breithaupt: Yes, I think so. I think that should be the case as well.

Mr. Drea: Mr. Chairman, if I could just have your indulgence for a moment, I really want to know how we're going to proceed today. I want to come back to some other things in that vote and not necessarily on item 13. I know there are some other people here who want to talk about constituency offices. If they go on now with constituency offices will there be an opportunity to discuss some other things?

Mr. Chairman: In reference to your question, I've looked over the *Instant Hansards*. It appeared to me that the vice-chairman who was in the chair stated that there would be a short time allotted. That's the only thing I could get out of the *Instant Hansard*.

Mr. Cassidy: On a point of order, that was not the sense of the meeting, although the vice-chairman insisted on saying that.

Mr. Drea: In all fairness to the vice-chairman, I think he would have done anything to terminate the proceedings in an orderly fashion at that time.

Mr. Chairman: As Chairman, I can't see any way in which we can open up the previous items. However, I know there was a tremendous wide-ranging discussion the other day on item 13. I'm sure we could have the indulgence of the rest of the committee to discuss a number of things pertaining to sessional requirements and this sort of thing.

Mr. Drea: All I'm suggesting to you is, could we get done with the constituency offices now in a coherent manner, get them all done at once and then go back to other things in a logical manner?

Mrs. Campbell: On a point of order, in view of the fact that there was a definite agreement that there would be opportunity for general discussion, my concern is that if we finish this particular item we will have concluded the entire vote. I would urge that we be allowed to continue as we did the other night in a more wide-ranging way in order that we do not complete the whole vote and then be talking in a vacuum, as it were, as far as the assembly goes. That is my point of order.

I would urge that you make that clear because, once you have carried this whole vote, there is not much point in discussing anything. So I would like to suggest that we be allowed to continue as we were doing the other night. The Zenith line, for instance, really doesn't come under this item; neither did the portable equipment. I would urge that we be allowed to do what we did the other night and that Mr. Drea continue to finish what he has to say in general terms.

Mr. Deans: On the point of order, I'm not in the business of trying to influence whether we should or shouldn't open it up. My only concern with it is that I would like to be able to hear the remarks of the members obviously because they are intended hopefully to influence the policy. In everything, there has to be a finality and I would like to know how we come to that point.

Mr. Drea: We do it honestly.

Mrs. Campbell: When the committee determines.

Mr. Deans: Then if you are going to take that position, we're in an awkward situation. At least in the other, when you are dealing with it in a normal way, if there are no members here to speak on vote 1, vote 1 finally carries and you go to vote 2 and to vote 3 until you get to the final vote, and that's the end of the estimates. If in this instance, though, we're simply going to open it up for free-wheeling discussion, then it is entirely possible—preposterous maybe and not likely—that 100 members might want to wander in for a free-wheeling discussion on the estimates.

I put it to you, Mr. Chairman, that this is true. While I would like to sit and hear all this and I think I have to hear it, I would like to know at some point that we're going to come to the end of it because, like everybody else, you can't sort of come and go in quite the same way. I would just like to know for my own benefit, as a matter of

courtesy, if we could see how it might be done.

Mr. Drea: All I ask is for the information. I'm not going to be all that long, but I can play the little technical game and I can say, for instance, in regard to my constituency office, I have from time to time been known to consult the library. I want to know what's going on in the library. It seems to me a much simpler way.

Mr. Deans: No. That would, of course, be ruled out by the chairman, one would hope.

Mr. Drea: I don't think so.

Mr. Chairman: I'm sorry, Mr. Cunningham.

Interjections.

Mr. Cunningham: I'm just wondering at what point we might consider it appropriate to discuss accommodations. Would that become—

Mr. Deans: You see, that's the problem. We need to go back to the beginning, do item by item till you're finished—

Mrs. Campbell: No way! We have the right in this committee to determine the way in which we will go. And I suggest we've carried all the items up to and including 12. That leaves one item open. Once that item is carried we are complete and we cannot then discuss these things. So that while permission was given to us to have a free-ranging discussion, limited though it was suggested to be by the vice-chairman, the only way that that can legally be done is by leaving the last item open and addressing ourselves freely through the assembly and then carrying the final item.

Mr. Deans: I'm sorry. I didn't suggest that that not be done.

Mr. Cunningham: Mr. Chairman, would you favour me with a reply?

Mr. Chairman: My consideration of this request from Mr. Drea still stands the way I put it previously, that I felt we should allow not a complete free-wheeling discussion, but some more discussion, particularly on sessional requirements. After all, that's this business of, I think, the main expense in the business of the Office of the Assembly. I don't see how we can open up the other items really. They've been agreed to and it would be setting a very bad precedent. However, I'm sure this committee, in the past, has said, "Well, we'll discuss through this item and probably at a certain time come to a conclusion that we've had enough discussion on it."

Mr. Cunningham: Mr. Chairman, I have one or two questions that I would like to ask.

Mr. Chairman: I have some people on the list and your name is included.

Mr. Drea: Is there more on constituency offices?

Mrs. Campbell: I suggest Mr. Drea continues so we see what he has to say.

Mr. Drea: All I want to do is find out if there is more on the constituency offices and then I want to come back to a couple of other points. Is that agreeable?

Mr. Deans: Yes, perfectly.

Mr. Drea: Just to keep it consistent. If somebody has something else to say about constituency offices, go ahead and I'll go to the bottom of the list.

Mr. Chairman: Are there any other comments on constituency offices? Definitely. No? Fine. Mr. Drea, you may—

Mr. Deans: Can we assume that's the end of constituency offices?

Mr. Cunningham: We will discuss it in our caucuses.

Mrs. Campbell: Yes.

Mr. Chairman: Was there someone else who had a question on this? No?

Mr. Deans: No, he just wants to reserve the right to come back to it.

Mr. Chairman: Okay, Mr. Drea, you may continue.

Mr. Drea: No, if we're going to have it free-wheeling I'll come back later. It's a long list there. I've got some time.

Mr. Chairman: Mrs. Campbell?

Mrs. Campbell: Mr. Chairman, I have listened to the explanations given by the members of the board to questions asked by Mr. Drea. I must confess I am very puzzled. Because never once did ever any member of the board, in answering Mr. Drea, refer even remotely to the interim report of the committee studying the Camp commission. It was spelled out by the committee that you could not engage the services of your wife or your children in these offices. I wonder if perhaps the board, when it got to the recommendation for constituency offices, just took off on a frolic of their own and rather ignored what was said by the select committee. Because

that is the reason your guidelines were reasonably tight in some of these areas.

Yet one of the things that the select committee recommended was, and I haven't the wording before me now, that one should look at these areas. We were concerned about the differences in rents across this province and we suggested that that should be taken into consideration. Obviously, it was never considered. It seems to me that perhaps in the first place we might ask the board of inferral economy if they could possibly at least pay some kind of attention to the recommendations of the select committee.

Mr. Deans: Mrs. Campbell, those matters were considered.
[4:15]

Mrs. Campbell: The answers given to us were that you went to Ottawa—

Mr. Morrow: Mr. Chairman, if I may just interject: Mr. Deans, you did say we examined the Ottawa setup and so on, but you didn't say that we also looked at the recommendations in the report.

Mr. Deans: I pointed out at one stage that we looked at the resolution that referred to the matter of the constituency offices. I said that; it will be on the record, I'm sure.

Mr. Morrow: I was going—

Mr. Deans: I did say that we did look at it but we probably didn't pay enough attention to it; that is what I said. Let me tell you that we did look at rents; we asked that there be some comparisons made. The staff prepared some comparisons for us on rental accommodations in a variety of different areas.

We were particularly concerned about the problem a Metro member might have, over and against the problem a member outside might have in finding accommodation at a reasonable rent. We asked that that be looked at. I don't know if you can recall it or not, Mr. Morrow? It may be that the judgement we exercised wasn't exactly in keeping with what some members of the House think ought to have been exercised; nevertheless, it was exercised with care and consideration.

Mrs. Campbell: I would like to point out that I believe Mr. Drea did refer to the fact that circumstances vary across this province and there was, as I recall, no reply and no reference to the very recommendations that the select committee made. The constituency office is here because the select committee made a recommendation. It does concern me.

I think one of the things I would like to speak to is to what extent has the board or anyone connected with the administration looked at the intent of the Camp commission? The whole thrust of that particular report was to enable the back-bencher particularly to be of greater service to his or her constituents. Yet the other night Mr. Fleming made the remark that in Quebec they gave the members everything they asked for but we will not do that here. I would like to know who he is; I would like to know if he was speaking for the board, the Speaker or for whom.

Mr. Deans: Who said that?

Mrs. Campbell: Mr. Fleming. No one questioned it except me, I guess, but it seemed to me that it was a most unfortunate statement to be brought forward by a staff member when we're dealing with an assembly office which is supposed to be concerned with the members. I would like some clarification as to who sets policy.

Mr. Deans: Could you stop there? I didn't hear Mr. Fleming make that statement.

Mrs. Campbell: No, you weren't here.

Mr. Deans: It was an inappropriate choice of words perhaps. Nevertheless, the policy of the administrative office, as it deals with members, amenities to members and all the perquisites of the job, is now made by the Board of Internal Economy.

Mrs. Campbell: May I suggest that the board should be here to make the statements rather than leaving it to staff?

Mr. Deans: I have to tell you that like you we have other responsibilities and I can't always guarantee to be available at the precise moment when something is about to be asked. Mrs. Campbell, I take the job seriously and I believe to the very best of our ability—which is somewhat limited, I understand—we attempt to make policy for the administration that is in keeping with the best interests of the members of the Legislature.

Mrs. Campbell: May I make my point very clear? It is not that I am seeking to have a great many emoluments or perquisites or anything else. I just am questioning the philosophy. I suppose this stems too from the answers that Mr. Fleming gave to my colleague, Mr. Conway, when we were discussing the equipment. Speaking only for myself in this committee, I must say that Mr. Fleming confirmed in my mind the attitude which Mr. Conway was complaining about. I think this is unfortunate, because the attitude

was simply that we were irresponsible to say the least, or might be. Personally I would hope that we could overcome that sort of discussion.

Another matter which has been brought to my attention by one of my colleagues: Is there some problem in paying the rent for constituency offices? One of my colleagues advised me today that his landlord is after him because no rent has been paid. I haven't asked my landlord if he has been paid but I would think he probably would be after me if he hadn't been.

Mr. Deans: If we could stop at that point. Is it possible for you to identify the member at this point?

Mrs. Campbell: Yes, I don't think it would be harmful. It was Dick Smith from North Bay.

Mr. Deans: Mr. Miggiani, would you please check and see if Dick Smith's rent is up to date?

Mr. Morrow: Mrs. Bailey has been very prompt, Mr. Chairman, in that respect. I know when I took out my constituency offices, the landlord got a cheque within a week.

Mrs. Campbell: I haven't checked it but he said today that he's had complaints. He was somewhat worried about it, so I draw it to your attention.

Mr. Deans: It will be checked immediately.

Mrs. Campbell: This particular vote deals with the assembly and I wonder if you could tell me if one of the prerogatives of a Deputy Speaker in this House is to have an office? Has it not always been the case that he has an office? Why has it disappeared and why isn't there an office for him?

Mr. Deans: The Deputy Speaker will have an office. The intention was that he have an office. At the time in September when we were making the changes there was considerable confusion.

Mrs. Campbell: Oh, indeed there was.

Mr. Deans: There was, there is no question about it. Quite obviously, there was no one who knew for example that the Deputy Speaker would be coming from a party other than the government party. It hadn't been the practice in the past and this was a new thing. It was possible to have the Deputy Speaker and the Speaker operating more or less out of the same facility—I mean that in the sense that they were side by side and operating basically with the same operation.

The Deputy Speaker is going to have an office. The office is currently being worked on, as I understand it from the staff—not this staff, but the legislative staff—Gord Laws's people. They are currently working on the preparation of his office and he will at some time in the very near future be moving into it.

Mrs. Campbell: You referred to Mr. Laws—

Mr. Deans: That was a mistake, wasn't it?

Mr. Drea: Why did the Deputy Speaker have to vacate?

Mr. Deans: He didn't have to vacate at all. The thing was that we weren't at all sure whether the Deputy Speaker wanted to be separated from his caucus. The Deputy Speaker is somewhat different from the Speaker inasmuch as he is really the chairman of the whole House. We had some questions among ourselves, among other things, as to whether or not he wanted to be sitting away off in some corner by himself. It was up to him as far as we were concerned, because you can exercise impartiality without sitting by yourself in a corner of a building. So we spoke with him about it and we decided that because of the importance of the office, and that even though he personally might like to be with his buddies, that maybe he should—to indicate clearly how impartial he really is, by the way—that he should in fact have that office. So it has been worked out that way.

Mr. Drea: Then why not give him back his old one?

Mr. Deans: Because it just isn't the arrangement that we've come to. It's not a matter of getting the old one or anything else. That just wasn't the arrangement. It was nothing of any consequence.

Mrs. Campbell: May I now ask what staff is Mr. Laws on? Is he attached to the assembly or to whom now? As I understand it, he used to be with Government Services.

Mr. Deans: He still is.

Mrs. Campbell: He still is, I see. Fine.

Mr. Deans: So we can't talk about him, unfortunately.

Mrs. Campbell: Well, we can talk about him in another ministry.

Mr. Deans: Another day.

Mrs. Campbell: Yes. Now, one of the reasons I've raised all of those issues about attitudes is because, as you know, part of the jurisdiction of the select committee is to discuss this building and who should operate it. I'm not going to speak to the committee, but my thinking has been that it should properly come under the Speaker, who is impartial, non-partisan and who could ensure that the accommodation within this building was equal and appropriate for the members.

I am a little concerned, I have to tell you quite frankly, as to whether that impartiality would reign if it comes under the Speaker in accordance with the questions which have been asked. But I think I should point out a few facts to you about the accommodations themselves as they presently are.

Mr. Deans: If I may ask you, that really does fall, surely, within—

Mr. Morrow: Government Services.

Mr. Deans: —Government Services, as opposed to the office here. I don't think we even have anything to do with it at the moment, because I have never ever had to deal with it.

Mrs. Campbell: Perhaps only in this respect, that I'm wondering if the extension of the assembly offices in any way curtails the availability of office space to the members.

Mr. Deans: You mean the office used by the staff of the assembly?

Mrs. Campbell: Yes.

Mr. Deans: I don't know if the extension of it curtails any available space to members, but I think that the size of it before certainly went a long way towards curtailing the efficiency of the office. It was much too small and they certainly did require additional space. I'd like to suggest to you that the matter of office space has been a problem since I came into the House. I bow to Mr. Singer. It probably was never a problem when he came in, but certainly has been since I—

Mr. Singer: It was never a problem.

Mr. Deans: Anyway, I want to suggest to you that since it's a matter that's currently before the select committee and is being dealt with by them, I wouldn't think this an appropriate place to deal with it, and that rather we should only deal with it after they make their recommendations.

Mrs. Campbell: Well, I raised it. I think there were others who wish to raise it. If

I'm ruled out of order, I'm perfectly satisfied with that ruling. But I would come back to the fact that a lot of what I may think when we deal with it has to do with how much impartiality there would be if any transfer were made.

[4:30]

Mr. Deans: Let me try this with you, and maybe not deal with the actual nitty-gritty of it. Mrs. Campbell, it seems to me that all matters pertaining to members should fall within the jurisdiction of the board, since the members are represented on the board—

Mrs. Campbell: I would agree.

Mr. Deans: —rather than fall within the jurisdiction of something called the Speaker's Office. Okay?

Mrs. Campbell: Yes.

Mr. Deans: That's a personal opinion at this point that I would probably want to express if we had a debate at some stage in the Legislature on the report of the select committee. It would be very difficult, since we don't have any jurisdiction over the office allocation, we don't have any jurisdiction over the building at the moment, for us to really give honest answers that would be of any consequence to anyone.

Mrs. Campbell: I think perhaps what concerned me about it was the implication—I can't go beyond that—that for example the \$9,000 was arrived at by dint of the fact that the government made it clear that \$9,000 for the secretaries was an outside figure, and if you are going to be subject to that sort of pressure again I have to consider that particular aspect of it. I wonder if Mr. Deans was able to hear the question I put to him?

Mr. Deans: To be honest with you, Mrs. Campbell, no. And though it may appear otherwise, maybe Mr. Morrow is equally able to answer. I was trying to get an answer to your original question with regard to the rent for Mr. Singer.

Mrs. Campbell: Good.

Mr. Morrow: My answer to the question would be that I think perhaps the board, and I'll go as far as this—this is the meeting that I attended on it and so on—we didn't perhaps follow the letter of the wording here in our select committee report to the Legislature that the salaries be commensurate with our secretaries here. We followed more along the line of what they were doing in Ottawa. We seemed to lay more emphasis all the time on

what they were doing there, and although we went above their guidelines down there, up to \$12,600, you see—

Mr. Drea: There was a substantial argument raised —and I don't want to get into the merits of it again—by Mr. Martel the other night, that the committee just looked at the category "secretary," and if they would have looked a little bit deeper into the federal member's office they would have seen some other pay scales for people who are doing essentially what's out in the riding office.

Mr. Morrow: I don't recall us even looking at the category of what the secretaries were getting here.

Mr. Deans: Oh, yes, we did.

Mr. Morrow: Did you?

Mr. Deans: At some considerable length, in fact.

Mr. Morrow: The first line and the second line and the third line. The first was intermediate and the highest paid, eh?

Mr. Deans: We looked at what the secretarial rates were—

Mr. Morrow: I wasn't at that meeting.

Mr. Deans: —the trouble is this, Mrs. Campbell, if I were to engage now in a discussion with you about the appropriate levels of salary—

Mrs. Campbell: I wasn't raising that question. That was discussed, rightly or wrongly. What I was asking about was the implication that you stopped at the \$9,000 because it was indicated to you that that is as far as the government would go. I am concerned if that happened, as to just what kind of board we have, and how free you are to make decisions within reason and certainly within your reasonable judgement.

Mr. Deans: Let me say this to you. It's always very difficult to judge how free you are to make decisions. I'm saying it in this way, because there are very few occasions when all three cabinet ministers are present. Quite frequently we operate with one cabinet minister. So the weight of the voting on the board when it has to take place isn't necessarily always on the side of the government as opposed to the government support and the other caucuses.

It's like everything else. Someone could ask who influenced me to decide this or that or something else. I don't know how it's

done. I think the board operates quite well. There's a fair if not absolute freedom to the board members to express their personal opinions.

I don't think anyone could deny that a cabinet minister coming from a Management Board meeting, for example, having dealt with restriction on spending would come to the Board of Internal Economy and not have some difficulty shucking all of those restrictions and dealing differently. I think that's true. But then the debate surely should be whether or not we restructure the board; whether, if the board is to be truly representative of the Legislature and the Legislature alone, that we restructure it so that the cabinet representation is perhaps somewhat less and the representation of the members as a whole is somewhat more.

If that were done then you've got to understand—and you do understand I'm sure—the members of the Legislature would then have to assume all of the responsibility for all of the expenditures of the board on behalf of the other members and themselves. That's fine. I'm prepared to assume that responsibility. I think maybe that position could be put forward, that the cabinet, as a cabinet, be represented by a member of the cabinet of its choosing and that the caucuses be represented in a different ratio so that the members are represented adequately by representation on the board.

I want you to remember that at the time the Board of Internal Economy was initially set up there was no opportunity for opposition representation at all.

Mrs. Campbell: I know that.

Mr. Deans: It was only after some considerable debate in the Legislature that we were able to convince the government of that day, if the board were to be impartial it made sense to have representation from the other caucuses, and we did it.

That day has now gone and the board is taking on different functions and different responsibilities. Maybe it's now time to take a look at whether it need be restructured again in order to bring about a greater degree of freedom. That's not in any way intended to say that we don't have that freedom; it just is very difficult. I'm saying I don't know. When we sit down to talk about things, most things are dealt with on their merits, I think.

Mr. Morrow: I can honestly say, to reply to Mrs. Campbell, that we have never had direction at any board meeting. I don't at-

tend them all, but I've never heard of any direction from any cabinet minister to the effect that this is what the government would like. We all talk freely all on our own and I've never detected any government direction as to what should be done and what should not be done. I can honestly say that.

Mr. Deans: Let me go further with you.

Mr. Cassidy: I'm a bit sceptical at that point.

Mr. Deans: You can be sceptical if you like.

Mr. Cassidy: It's just a feeling.

Mr. Deans: I know the feeling and that's the feeling of unhappiness that seems to prevail. I assume the members of the cabinet are given the agenda at the same time that I am. I get it when I walk in in the morning. It would be very difficult unless they're being given prior information, which I'm sure they're not, for them to come to any decision with regard to any item on the agenda. We deal with matters almost immediately. Very rarely do we defer decisions, although on occasion we have to.

Mr. Drea: How do you get the things for your agenda? What's the procedure?

Mr. Deans: There is a book given to each of us.

Mr. Drea: No, I don't mean that way. I mean how does a particular item get from a member to the agenda?

Mr. Deans: If I want something on the agenda, I phone downstairs and say, "I want this on the agenda for the next meeting."

Mr. Drea: No, that's you, you're on the board.

Mr. Deans: I assume when the members of my caucus want things on the agenda they say to me: "Here's something we think you should have on the agenda." I ask why. They tell me, and I say okay and phone down and say: "Put this on the agenda, please."

Mr. Morrow: From time to time administrative matters come before the board that the administration places on the agenda and the board has to deal with them and decide on policy.

Mr. Deans: I want to urge you to do something. Damn it, the board is new—I keep saying that but it's really important. Don't create on the board a sense of partisanship that hasn't been there before.

Mr. Drea: We're not.

Mr. Deans: No, I'm asking everybody, though, not to.

Mr. Drea: All I'm asking is how things get there.

Mr. Deans: Yes, I know and I'm not addressing myself to your request at all, I'm saying it in general. It is difficult enough to walk out of the Legislature after arguing with a minister about something, walk downstairs and sit down and deal in an absolutely unpartisan way with other matters. That's hard enough; but if people are walking around the building believing that the board somehow or other deals in a party sense with all the matters brought before it, then we are going to have a lot of trouble. It isn't that way. If people do bring their prejudices with them, which they no doubt can from time to time, that's a human failing; but that's nothing to do with direction or otherwise. If we make mistakes, then it is our fault.

Mrs. Campbell: Mr. Chairman, I want to sum up. I think the answers given by Mr. Deans really leave me with a great deal of concern. I asked, I think, specifically—perhaps I can now ask it one more time—perhaps I should ask two questions: One, was the matter of the secretaries' salaries raised and settled at one meeting? Secondly, was there any information given to the board that the \$9,000 would be all that would be accepted?

Mr. Deans: No.

Mrs. Campbell: No? Fine.

Mr. Deans: To the second question, no. To the first one, my recollection is it took two meetings.

Mrs. Campbell: Fine.

Mr. Chairman: Is that all, Mrs. Campbell?

Mrs. Campbell: Yes.

Mr. Cassidy: Mr. Chairman, I have a number of points I want to raise. I want to say to begin with that I think our rather tempestuous session last week was probably necessary because it expressed the frustration that back-benchers of all parties have felt with the way this place works. I think the discussion and the tone going on today is also necessary because it is on the record.

When Mr. Deans and Mr. Morrow go off to the Board of Internal Economy or when members of the government consider what's happening with the Legislature; or, for that matter when the media and those devoted

people who read Hansard look at the estimates here, I think there are some serious, important questions which need to be raised.

I think also it's interesting that Mr. Gregory is here from the select committee on the Camp report, as are Mrs. Campbell and I. I think it's important that some of these matters be aired now and put on the record so people can look at them.

We face the danger on the Camp commission that we will report but there will have been no preparatory work done in order to get people to understand what the report is all about. There is, therefore, a risk in that situation that people will, sort of out of hand, say: "No, we can't go along with that"; or "We can't go along with this"; and the work of many months—both by the commissioners and by our own select committee—will go down the drain as a consequence.

As a general comment—and this is a series of general comments, Mr. Chairman—the Legislature has been the forgotten branch of government in Ontario for a very long time. That was certainly the message of the Camp commission when it prepared its report. It has been the forgotten branch and it has therefore grown less and less capable of exercising its functions in an increasingly complex society and at a time of increasing size of government.

The Camp commission noted that back in 1867 the Ontario government had annual expenditures of slightly over \$1.3 million. It had less than 200 employees. It had a cabinet of five ministers, including the Premier, and there was a Legislature of 82 members. I don't exactly know the capacity of the members to oversee what went on in government, but nevertheless there was one MPP for every 2½ civil servants so they couldn't have done too much wrong without it being noticed.

In 1974, the budget was up to \$10 billion; the population up to eight million; and the number of employees of the government, including those of Crown corporations, provincial enterprises and so on, about 140,000. There were about 27 ministers. Now we have a \$12 billion budget and the other situations are very much the same—the number of employees and that kind of thing.

The resources available, however, haven't kept pace. I want to talk a bit about resources and, I have to say it, I want to talk toward the end about a rather touchy and sensitive matter, the matter of pay for MPPs.

Both of these matters involved money. In other words, if you want to have an adequate Legislature which can properly scrutinize

legislation, and if you want to have members of the Legislature who can effectively exercise oversight on the work of government, then you are going to have to put more resources into the hands of the Legislature, into the hands of the Board of Internal Economy before us today.

[4:45]

Our problem is that the Legislature has been under restraint for a very long time, while government has not been in any real sense, at a time when we are trying to improve the effectiveness of the Legislature. That means that, relatively speaking, the spending that it gets is going to have to increase faster than the ten per cent guideline on overall government spending or other guidelines that may happen to exist. We are in a catch-up situation. We may quite literally have to talk about doubling the resources that are spent on the Legislature in order that it can do an effective job.

Now doubling—if you wanted to talk about doubling, I just mention that off the top of my head—that means raising the total for the Office of the Assembly over the next couple of years from \$12.5 million to the range \$20 million or \$25 million per annum.

That, however, is an extraordinarily small proportion of the overall provincial budget. It means moving the expenditures on the democratic side of government from one one-thousandth of the provincial budget to perhaps one six-hundredth or one seven-hundredth. In other words, in order to have an adequate Legislature, we need to devote maybe \$1 in every six or seven hundred of government expenditure to the Legislature and not the present ratio.

The fact is that in very many ways—they were expressed with passion the other night, I hope I can express them with dispassion today—the functions of control and oversight and scrutiny of legislation which we are meant to perform are handicapped by the inadequate facilities and resources that are put at our disposal.

I don't want to speak at great length on these things, but I think we can all produce our own particular stories:

The members who too often drive to the Legislature because they can make a few dollars by the mileage on their car. That is something that the out-of-town members do quite commonly, Mrs. Campbell.

The scramble that MPPs get into when they are trying to get together information for a bill, the difficulties they get into when they go up to legislative counsel to get a bill drafted and are told that they are sorry

but we are not prepared to do it now because we are busy with government legislation. The problems that members run into when they phone up a civil servant and are told: "I'm sorry that is a sensitive matter, I work for the government"; meaning the Conservative Party, rather than working for the government, that is the government which is governed by all of the MPPs in the House.

Quite literally, the problems that one gets into and the enormous amount of time we waste: On such inanities as Sean Conway's difficulties in getting a tape recorder; for example my difficulties over four or five years in getting a typewriter because I happen to have been a journalist and was always accustomed to having a typewriter in my office; but that was not allowed in this place.

I have to say, now that I am free of it, I have to say that more than half of the opposition caucuses are working in offices that do not have windows. They are working in airless cubicles. I worked in one for a period of four years. They are about nine and a half feet wide and they are about 16 feet long. The air-conditioning or air-cooling system is crappy and quite unreliable. You are often too hot; and if you aren't too hot you are too cold. Your secretary works in a little corner just outside with absolutely no more room than can, stretched, include a desk, a chair and maybe a couple of filing cabinets. When you have been around for four years, as I have, you may get an office with a window; and that was my main motivation for running again this time—that if I won and if we did well, I might get a window through seniority.

Mr. Shore: Did you get one?

Mr. Cassidy: I got a window, yes.

Mr. Shore: What are you going to do next time?

Mr. Cassidy: Well, get two fluorescent lights in my office rather than one.

Mr. Martel: An office, 10 by 10.

Mr. Deans: And the next time he wants a window with a view.

Mrs. Campbell: Point of order, Mr. Chairman. I started to discuss the matter of accommodation and Mr. Deans intervened to say that it was inappropriate for us to discuss it. May I therefore ask why there is such a wide discrepancy between my position on accommodation and the intervention of Mr. Deans, and Mr. Cassidy's discussion on accommodation?

Mr. Chairman: I understand that it is out of order to discuss accommodation on this item.

Mr. Deans: Mrs. Campbell, I'm sorry, I wouldn't want you to think I was discriminating. It wasn't that at all. I thought Mr. Cassidy was only making reference to that as one of a number of things. I wasn't aware, and I didn't think he was going to go into detail on the accommodation.

I may have misunderstood you. I thought that you intended to go into some detail on accommodation. I suggested since the matter was before the select committee and since the matter was involved within the jurisdiction of the Ministry of Government Services, and since there was no money or anything in these estimates to deal with it, that I didn't think it appropriate.

Mr. Drea: If I could speak to that, I'm not accusing you of being discriminatory. Certainly Mr. Cassidy, when he started off, made it quite plain he was going to talk about a whole lot of things before the select committee and said why. He said as a member he wanted the board to be forewarned about some of the things that would be coming up.

Mr. Cassidy: That's right, and I think it's important that this be done. Perhaps other members may want to do it as well. Mr. Roberts, who is fairly expert on these matters—

Mr. Martel: Might I ask, before we go on, where the rest of the cabinet ministers on this board are today? Have they gone again?

Mr. McCague: They were out with you.

Mr. Martel: No, they weren't out with me.

Mrs. Campbell: May I say that the chairman advised all members of the meeting and requested that they be here. I don't think the chairman can do more than that.

Mr. Morrow: Mr. Auld has estimates in the House and Mr. Snow is out of town on an engagement. I think he went to Ottawa. I can't speak for Bob Welch. I can't speak for—

Mr. Martel: The boy sleuth is roaming around.

Mr. Cassidy: Mr. Chairman, I want to express to you that I am upset by the fact that the government members apart from Mr. Morrow—I beg your pardon, that the cabinet

ministers who are representatives on the Board of Internal Economy did not choose to be present today. It's been known when estimates are up in other cases for a minister to cancel the kinds of engagements that are mentioned here.

Mr. John Roberts, who is truly an expert on some of these matters about representation, delivered a speech the other day to the Bureau of Municipal Research. It followed on a survey of political life in Metropolitan Toronto, which is an interesting piece of research that I recommend to members of the board. They carried out this research into pay and working conditions of local councillors. They realized that that had an enormous influence on the effectiveness of the way the local councils worked. He said he began to realize as he did his hearings that a number of the concerns that had been expressed were central to a review such as mine, because the elected representatives are the key and the pivot on which the whole structure depends. If they are overworked and underpaid, how can a taxpayer expect them to perform effectively in making decisions that involve millions of dollars and thousands of lives? If they are wasting their time on administrative trivia, either as individuals or as councils—for councils we have legislatures—should we not be examining the circumstances which lead them to do this? In fact he went ahead and did just that.

Mr. Martel: I wish he had said that when he was Premier.

Mr. Deans: It is certainly a change in view.

Mr. Cassidy: The comments of course are certainly germane to this place as well.

Mr. Drea: Now you are on aldermen; that's what you are talking about here.

Mr. Cassidy: It is pretty comparable though. Mr. Roberts also pointed out that the mix of occupations found on councils did not fully reflect the proportion of those occupations in the work force in general. A much higher than normal percentage of people in the professions, in business, in the law and who were either retired or housewives, are on local councils than in the population as a whole. There was a decided absence of people in white collar and blue collar salaried and wage earning jobs.

One must conclude, therefore, that a number of people in a variety of occupational groups are dissuaded from seeking local office because of the financial insecurity involved

or because of other factors. He went on to say:

I would expect that this situation might be found at other levels of government in Canada as well. It would be wise to keep this factor in mind when we hear complaints about the steps that are proposed to improve the financial rewards of serving as an elected representative. If we expect our elected bodies to be fully representative of their communities, we must try to overcome, somewhat, the obstacles faced by many socio-economic groups in becoming involved in politics.

There's one other quote I would like to make from this report, which found that in general these fellows, even those who had other jobs—about half of the local councillors had other jobs—averaged between 43 hours a week on municipal work for an ordinary alderman, up to 65 hours for controllers and executive aldermen, and 75 hours a week for mayors. And they don't have to go away from their families at night. I think most of us would recognize now, that being an MPP is a full-time job, that probably you get the same kind of range of work-week for people in this job. I have to tell you that there are many people in our caucus whose work-week is less than 50 or 55 hours per week.

He winds up by saying:

Politically life in Metropolitan Toronto is extremely demanding on the time of the politicians, particularly those with local executive responsibilities and/or Metro council membership. Aside from wondering how effective they can be, given the workload, one must also wonder about the effect of this workload on family life and personal health for these people.

Mr. Chairman, I would suggest that those comments are also germane to what we do here. When the session is on, we work a hectic pace; and when the session is off, we are catching up in our constituencies with things we left undone while the session was on.

We have the demands of our constituencies. We have the demands of our local riding associations. We have the demands of legislation and estimates in the Legislature. If we are at all active in our party, we have the demands of policy formation, possibly working for a candidate in something like the leadership convention that occurred recently in the Liberal Party. We carry out party engagements across the province—speaking engagements, mini-caucuses and that kind of thing.

If we are diligent we try to inform ourselves on the policy areas for which we are responsible as critics or in which we are taking an interest. There is a constant need, often ignored, of trying to keep in contact with interest groups and other interested parties and people. Somewhere in all of that it would be nice for us to have some time for our wives, for our children and perhaps for ourselves.

Mr. Deans: Or our husbands.

Mrs. Campbell: Yes, some of us have husbands.

Mr. Cassidy: And husbands; that's correct. But let's face it: It isn't a simple 40-hour-a-week job where we are ripping off the public, and I have to say that most people tend to agree that the facilities we have to work with are inadequate.

I can see additional problems. For example, we have research support in our caucus, which is certainly more generous than it used to be but which consists of eight or nine capable people who are up against a government of 60,000 or 70,000 civil servants and other people supporting the ministry. The result is that most of the average backbenchers in my caucus have very little access to the work done by research staff. Despite the introduction of constituency offices, I can tell you that the average MPP of any party simply cannot afford to have his secretary devote much time to being a personal assistant or a research assistant.

If you do any research at all, you are either lucky to get somebody who does it for you outside or you do it yourself. You sit here in meetings like this one, scribbling away and trying to get your thoughts into order so that you can deliver matters in a coherent kind of way. You have to contend as well with an attitude expressed around here, which basically is anti-MPP or anti-member.

I said the other night that, when we visited the clerk, Alistair Fraser, in Ottawa, the first thing he said to our committee was: "We are here to serve the members." That is not the case here, Mr. Chairman, and it is something that I hope the Board of Internal Economy looks at very seriously.

[5:00]

To give a simple example, if I happened to want to stay here last evening to work on in the evening and I happened to want to get away, because I was so full of the place—I couldn't get a bite to eat after 4:30 p.m. because neither the cafeteria nor the

legislative restaurant was open for the needs of members or staff who wanted to stick around.

This afternoon when I came into this committee I had an urgent telephone call to make. I have to walk about 450 ft before I can get to a telephone in my office, which is private. There should be a telephone out here. Little things like that should be done in order to ensure that the members' convenience is served, in order to help them do a demanding job in a more effective kind of way.

Our committee will have a number of recommendations about the work of the legislative library. I think most people agree that the legislative library's services are inadequate, that they are not responsive to the members, and that a library which has the complete files of a congressional record from 1767 or 1776 ought perhaps instead to be carrying up-to-date collections of material in the areas which are of importance in today's society in the Province of Ontario.

In the same vein, I think we are coming very quickly to the need to have research support for the members directly as well as for the caucuses. That will probably take the form of having a research assistant or associate for each member. That is going to mean more spending. It is also, however, going to increase very substantially the amount of attention that members can give to the work of legislative scrutiny and scrutiny of expenditures in the Legislature.

Take the number of hours that a member has to work in during the week—say 60 hours of effective work. I don't know how that breaks down; maybe in my case that is taken up with 15 or 16 hours in the riding, about seven or eight hours of time in travelling, which includes time in reading, about 45 or 50 effective hours during the four days I'm here.

That 45 or 50 hours then, in turn, breaks down—you have five or six hours in question period and the time just before it and just afterwards; three or four hours in caucus; a certain number of hours in committee; and a certain number of hours in the Legislature, even if you're not involved in bills. By the time you take everything else away, you're left with maybe five or six or seven hours when you are actually in your office, at your desk, able to sit at the phone or able to do research for the areas for which you are responsible, and not more than that. Even then, in my case for example, people have been consulting me steadily about rent re-

view for the last two or three months; that can easily take up two or three hours the day that I come down to the Legislature when people are coming back from their constituencies.

To have a research assistant with 35 or 40 hours of effective time in a week, therefore, doesn't just mean a small increase in research capability of the individual member, because he can give instructions to that research associate to go and do the things the member can't do himself or herself. It can mean a very substantial increase in the capacity of the members of the caucuses to carry out that kind of overview.

I won't talk about it at length, but I want to say that one of these days we have to get an attitude accepted by the government of access to information and openness of information which has not existed here in the past, and I would commend to the Conservative government the very forthright and progressive proposals that have been made by the noted Conservative from Peace River, Jed Baldwin, who has proposed precisely that kind of legislation before the federal parliament. It's clearly not anathema—

Mr. Gregory: On a point of order, Mr. Chairman—and I'm sure Mike will agree—I think we agreed that we wouldn't be dealing with matters that are being dealt with by the select committee on the Camp report. The last four or five points Mike has made have not yet been recommended to the House—there has been no decision made on them—but they are being dealt with by that select committee.

I think Mr. Cassidy knows that and I don't think we should be discussing or trying to influence the committee on those matters when some decision is going to be made on the recommendations to the House by the Camp commission. What we are discussing right now is no different from discussing the accommodation.

Mr. Cassidy: Mr. Chairman, the vote we have before us is a vote to provide for legislative requirements, and that includes the money to pay for members' support services, caucus support services, press clippings, legislative library, sessional requirements, Hansard and so on and so forth. Surely these matters are therefore in order on these particular estimates.

Mr. Gregory: Are you suggesting, then, if we deal with them here we can disband the select committee?

Mr. Cassidy: No I'm not. I will suggest later that I think that it's desirable that this kind of discussion be carried out on a regular basis. Mr. Deans was talking about that in response to Mrs. Campbell. It's possible there should be some kind of a committee of the Legislature on a permanent basis, looking into the matters of House management and members' requirements—

Mr. Gregory: Which is also one of the items we are discussing on the select committee.

Mr. Cassidy: Fine. But I would say, Mr. Chairman, to Mr. Gregory, I don't know if he was here when I began my speech—

Mr. Gregory: I was here all along.

Mr. Cassidy: Okay—that one of the reasons for raising these matters now is that while our committee has been discussing these matters in public there has not been a Hansard record kept of our discussions and the attention from other members of the Legislature has been modest. Therefore I think it's useful to use this opportunity to ventilate fairly quickly—

Mr. Gregory: You want to air it in case you lose that in committee. I'm still suggesting, Mr. Chairman, and I appeal to you to make a ruling on this—

Mr. Cassidy: On a point of order—

Mr. Gregory: You did say—I'm on the point of order at the present time, Mr. Cassidy. I'm suggesting to you, Mr. Chairman, with all respect, that these matters are being dealt with. The very matters that Mr. Cassidy is discussing are being dealt with by the select committee. I appeal to you to make a ruling.

Mr. Chairman: Is this—

Mr. Deans: May I speak on the point of order?

I'd like to clear up one matter. When I referred to Mrs. Campbell's comments and also to Mr. Cassidy's comments with regard to accommodation, the select committee was but one aspect of it. The more important aspect was that it wasn't rightfully before this committee since it was under Government Services. That is my concern. Whatever is being referred to that falls outside the jurisdiction of this committee is—

Mr. Drea: That's the point I was going to raise.

Mr. Deans: It certainly would be out of order, and that's why I asked Mrs. Campbell

if it wouldn't be better that she raise it in the Government Services estimates.

Mr. Gregory: Right, I would agree—

Mr. Chairman: Is this the only chance that the members have to discuss this point? If so then—

Mr. Cassidy: Yes, it is.

Mr. Gregory: Mr. Chairman, in all fairness, the select committee will be coming into the House for all members to—yes, the report for the select committee will be coming into the House—

Mr. Martel: Mr. Chairman, before you rule, I want to speak to the point of order. Mr. Cassidy is right on. These are the estimates for the forthcoming year which are presently before the Legislature for approval. Surely Mr. Cassidy has a right to discuss any item where there are going to be funds expended in the months ahead—

Mr. Drea: If they're not—

Mr. Martel: He surely has a right to talk to any issue that's involved in any of these expenditures.

Mr. Gregory: Well he is not talking on such an issue. With all due respect, Mr. Martel, he is not. He is talking about things that have not so far been suggested, other than as items being dealt with by the select committee. There has been no suggestion other than that they be part of this expenditure this year.

Mr. Martel: I'm sure he was making reference to—

Mr. Chairman: I think we'll let him carry on.

Mr. Drea: Let me speak to that, Mr. Chairman. First of all, there is a select committee which does at the moment have de facto jurisdiction over this. It has its own meetings. Secondly, there is not a single estimate on this page that is being talked about at this moment.

Mr. Martel: Don't make irrational statements when the facts are before you.

Mr. Drea: I don't make irrational—

Mr. Cassidy: I am very puzzled with this, because this—I'm speaking—

Mr. Drea: I have no quarrel—when Mr. Cassidy started out; at that time he was speaking in very general terms. In the last couple of minutes he has become very

specific. I commend this. The jurisdiction isn't with this committee. First of all, any of the specific complaints he has brought up are within the jurisdiction of the Ministry of Government Services.

Mr. Martel: No.

Mr. Drea: Oh yes they are.

Mr. Cassidy: Research is a caucus support services.

Mr. Shore: I think you've ruled on that, Mr. Chairman.

Mr. Chairman: Yes. You're speaking under item 8, caucus support services?

Mr. Cassidy: That was the intention, yes.

Mr. Chairman: Carry on.

Mr. Cassidy: Mr. Chairman, I want to say, as someone with the occasional reputation for making fairly long speeches, I'm going through this quite briefly. I'm nearing the end of some of the general points that I wanted to raise, and I had the intention of putting some specific matters on the record in relation to members' pay. This is another area of frustration and difficult to talk about, but which I think has got to be raised. Also, in deference to the ruling of the Chairman I had some elaboration on the matter of the space allocations in the building. I will give only one, and I will leave that matter to Government Services' estimates.

That one is the fact that the average space per member, according to a fairly precise calculation, is 350 sq ft for each Conservative, including sessional offices and ministers; 240 sq ft for each New Democrat; and 220 sq ft for each Liberal. In each case, that office accommodation must accommodate two people, not one, because it includes the member's secretary or it includes two support people or caucus people.

I want to say too, and this is in reference to the Office of the Speaker, if you want to know where I'm being relevant, the Camp commission recommended unanimously that the Speaker should have the ultimate authority for the Legislative Building, the direction of its care and upkeep and the allocation of its space. I cannot understand why it is that members of the cabinet and the government have opposed themselves to that particular recommendation. Many of the frustrations and problems that we have, that were expressed in the debate the other night—not just about the building, but about the whole attitude of the place and so on—will continue

so long as it is a ministry of the government running this place like an antique, like a zoo.

Mr. Shore: Got to unionize.

Mr. Drea: The allegations the other night were aimed, in all fairness, not at the Ministry of Government Services—

Mr. Cassidy: But at our people, okay.

Mr. Drea: —but at the Office of the Speaker.

Mrs. Campbell: That's right.

Mr. Drea: That's where they were aimed. There wasn't an unkind word for Government Services the other night.

Mr. Cassidy: If it were in order, Mr. Chairman, which it isn't, I would say that the Ministry of Government Services has got a lot to account for in this as well—an awful lot to account for—including specifically the fact that there is almost as much space given to the ministries in the Legislature—

Mr. Chairman: You are out of order. Are you finished with your other comments?

Mr. Cassidy: Perhaps I'm out of order on that point. Yes, okay.

I'm trying to be co-operative, Mr. Chairman, because I do not want this part of this session to become a kind of heated session, the way that we had the other day.

Mr. Singer: Mr. Chairman, on a point of order, I'm a little confused. I've only sat in here for a few minutes. Are we dealing with all of vote 201, all of the sub-items at once, or are we dealing with them one at a time?

Mr. Chairman: All of them.

Mr. Singer: All of them at once; so any speaker can address himself to any item?

Mrs. Campbell: We voted on all of them the last time.

Mr. Singer: I just wanted to know what you're—

Mr. Chairman: It's the limited time.

Mr. Singer: So you can bounce all over the place.

Mr. Chairman: Just for a limited time. Just until nightfall.

Mr. Cassidy: Mr. Chairman, in the same vein, in terms of the kinds of difficulties that people have here and the kind of attitude

which is expressed towards the legislative side of things, this is a matter which I hope would come up before the Board of Internal Economy.

I know that Mr. Bounsall had hoped to raise the fact that the staffs of the three caucuses are treated as temporary staffs and receive nothing comparable to the fringe benefits which are given to permanent employees in the civil service. The comparability of their pay with whatever benchmark has been chosen in the civil service is certainly weakened by that. They're put in a position which no other employees of government face in terms of having to pay large portions of their fringe benefit costs directly rather than having them shared.

And that, again, is symptomatic of the kinds of constant frustrations that we have. I can tell you, it may be advantageous to the government, Mr. Chairman, of which you're not a member, to have opposition members—because we form the bulk of the back-bench members in the House and are constantly frustrated by the situations under which we have to work. But I don't think that it's particularly fair, and I don't think that it's particularly valuable in ensuring that the legislative function works as it should.

I want to turn now, Mr. Chairman, to the area which I'm sure you'll agree is the most difficult one for any member to raise. That is the area of the remuneration of the members. It is always difficult to raise questions of pay if you are an MPP. Mr. Martel and I certainly experienced that when the Premier took some cheap shots at us in December after we quite legitimately began raising the matter on the select committee studying the Camp commission reports. MPPs are always going to be in an invidious position, because nobody else in quite such a public way is seen to be considering his or her own financial situation as an MPP. If somebody's running a business and decides he's going to give himself an extra \$3,000 or \$4,000, he makes the decision. It's ratified by the board of directors which consists of a couple of cousins, his aunt and his wife and that's the end of it.

If somebody is in a trade union and they negotiate, the negotiations are carried out and eventually the result is published. People accept that organized employees will get adjustments of their wages or salaries on a fairly regular basis. If you judge by what the Premier had to say the other day it is accepted by all three parties that organized labour has a proper role and function to play in this society. One of those roles is advancing the

economic interests of their members in a society which, among other things, tends to measure, for worse or for better, by money.

Mr. Deans: Even the members of the press on occasion get increases.

Mr. Cassidy: In fact, a number of them, I'm glad to say, are now members of the Newspaper Guild and have the protection of being members of a trade union.

I started by talking about how this affects the effectiveness of the Legislature. In the long run, if you treat the Legislature shabbily, whether that's in terms of offices, facilities, resources, research assistants or pay, the Legislature, and the province therefore, as a whole, is going to suffer. The future of good candidates or the prospect of all three parties getting good candidates is affected if members are treated shabbily as regards remuneration and in a manner which is not in accordance with what people can legitimately expect in the outside sector.

The cabinet, prospective cabinet members or the supply thereof, is affected, whichever party it is, if you can't get decent people to run; and obviously all parties have an interest in getting good people to run. As Mr. Robarts pointed out, a Legislature or a council will not represent fully all of the people whom it represents or governs if there are economic difficulties connected with getting in. If you have to have a business or an income or something like that on the side in order to survive in the Legislature, a lot of people just earning salaries or wages are simply not going to be able to afford to get in.

[5:15]

Mr. Drea: Do you honestly know anybody who went into this business to make money?

Mr. Cassidy: No, I don't think people went into it to make money. I want to come to that.

What's happening right now, when the three party leaders go around looking for candidates, and that's an important function of a party leader, is they are offering to many of their candidates not only a drop in pay or an equivalent in pay to what they're getting right now, but working conditions, hours, separation from family and that kind of thing which make the job far less interesting than what they're doing right now.

Mr. Drea: Did you take a drop in pay when you ran?

Mr. Cassidy: Pardon?

Mr. Drea: You took a drop in pay when you ran.

Mr. Cassidy: Yes, I did.

Also they're offering a wage freeze; or a wage which has been frozen for three years since late 1973, and for which there is no imminent prospect of an adjustment.

Let me put that in more specific terms. Let me talk about the point raised by Mr. Drea; and perhaps it's a point Mrs. Campbell made as well. She has said she doesn't believe there should be any adjustment of MPPs' pay until after the next election.

Mrs. Campbell: Yes, I made it clear because your member on the board rather accused both parties—that is the Tories and the Liberals—of not making our positions clear in advance of your statement. I rose on a point of privilege because we did make it clear.

Mr. Cassidy: I happen to disagree with you on that point but certainly it's a legitimate point of view.

It seems to me that MPPs should not require to be paid as much as the best of them or as much as the leading deputy minister or something like that. It seems to me, though, that they can legitimately expect fairness in their treatment as far as pay and remuneration happen to be involved.

I don't even know exactly what fairness is. I would think, though, that the majority of MPPs, if asked—particularly opposition MPPs who do not have the benefits of having extra ministerial salaries and so on—would say that to have kept MPPs salaries frozen since September, 1973, with no adjustment during that period of time, when the cost of living and wages and so on were going up by a very large amount, wasn't fair. That's the essential point I want to illustrate with some of the figures I want to put in here.

There is another matter which is very confusing to people outside; and that is does a member actually earn \$15,000 a year and get \$7,500 in expenses, or does he earn \$22,500 a year and have a peculiar kind of tax break which is not accessible to other people in the society? There are about as many opinions on that one as there are members.

Let me put some facts on the record now, without even commenting on that particular point. I guess I happen to think that members earn \$22,500 but have rather extraordinary expenses, even though they don't make up the full one-third of their salary.

If the salary that MPPs get consists of that taxable portion of \$15,000 a year, then MPPs

now earn less than two-thirds of the families in Ontario. Their relative position has fallen from working part-time in 1969 when the sessions were normally about five months of the year, and being one of the best paid groups in Ontario's society in the 1960s, to working more than full time in the latter part of the 1970's and now earning only 25 per cent more than the average family income in Ontario. Earning 25 per cent more, that is, if you take the \$22,500 as being the full pay, and if you assume that there aren't extraordinary expenses connected.

Now this obviously brings the members into closer touch with the economic problems of our constituents, and that isn't entirely a bad thing. On the other hand, it is some of the members who are affected more than others, since more than half of the present government caucus are ministers earning \$18,000 a year, extra ministerial salaries plus some other generous perks, and not having the kind of side effects and aggravations that the rest of us experience. I believe that all but three of the government members have now some form of additional income through their positions as legislators because they are parliamentary assistants, because they are chairmen of committees, because they have positions on the St. Lawrence Parks Commission, et cetera, et cetera.

Mr. Martel: Who got left out?

Mr. Gregory: Two of them are here.

Mr. Cassidy: I believe it is only three.

Mr. Martel: We have got them all.

Mr. Morrow: I wonder, Mr. Chairman, if the member for Ottawa Centre could name those three. I am not sure of them.

Mrs. Campbell: Here are two.

Mr. Martel: We won't mention your pensions.

Mr. Drea: There is one fellow who is not here too often.

Mr. Laughren: He doesn't like seatbelts either.

Mrs. Campbell: Doesn't like seatbelts.

Mr. Cassidy: Mr. Chairman, the contrast to that is that in both the Liberal and NDP caucuses, which have 36 and 38 members respectively, I think it is something like about six or seven members of each of those caucuses have some extra emolument connected with this job; and apart from the leader in each case, that is a very small extra

emolument, \$3,000 or \$4,000 and that is about all.

When people came here I think they expected to be treated not lavishly but fairly. In an inflationary period, I think some consideration needs to be given to the fact that in private life members who are here in the Legislature would have had both regular pay adjustments for the most part, and they also could have expected to have had promotions and increases in responsibility.

Now as it happens in a parliamentary system, those promotions and increases in responsibility for the last 33 years have been open to members of only one political persuasion. So the members of the opposition, who I am sure Mr. Drea would agree are at least of equal competence to members on the government side, have not had that kind of thing that would have happened normally outside.

This fact of regular increases in pay, and also of promotions and increases in responsibility, it seems to me is particularly true for the kind of people we are getting into the Legislature now and that one hopes will continue to get into the Legislature. In other words, you are looking for the most able and competent representatives to come into this place. After all, 25 people in any of the three caucuses could be called upon to form a cabinet this time a year or so hence when we have another government.

Mr. Drea: You can't buy the talent with money.

Mr. Cassidy: No, you can't buy it with money, I agree. And I don't think you should try. But I suggest there should be a doctrine of fairness here and that there has not been fairness in the past. It particularly affects the members who don't have private incomes, who don't happen to have a business which they can run on a part-time basis, who may have particular difficulties because of a very large riding, who may need to travel a distance to and from town or who may have young families and therefore experience more difficulty in sending their wives out to work. That's not to speak of the fact, Mrs. Campbell, that the spouse—

Mr. Shore: Mr. Chairman, would it be out of order if I were to ask the present speaker how long he intends to go on?

Mr. Cassidy: Another 15 minutes and I'll be finished, okay? I have been waiting patiently to make this speech.

Mr. Morrow: May I ask at the same time; I ran into a representative of the Ministry of Government Services outside in the hall and they would like to know whether they should come back tonight or not because they are supposed to follow these estimates. Would this committee give them any guidance?

Mr. Cassidy: I'm sure they can go now, but I suspect they should come back this evening just in case; shouldn't they, Mr. Chairman?

Mr. Chairman: If the committee wants to give the Chairman any guidance on the time they want to finish, that's perfectly all right with me. I would be glad to inform them.

Mr. Morrow: There are a lot of people involved who would have to come back.

Mr. Drea: It's pretty difficult to rule since there already have been two interpretations by the Chair. There was another one while you were out.

Mr. Deans: It does make some sense. How many people, really, have any indication how long we're likely to be? Does anybody have any feeling about it?

Mr. Drea: Mr. Cassidy is raising some points that may take a lot of discussion.

Mr. Cassidy: In that case let them go, Mr. Chairman. I have a feeling that we'll finish at 10 o'clock and there won't be much time to start Government Services.

Mr. Chairman: I just want to remind members that if we come back at 8 o'clock and finish at 9 o'clock and the other people aren't here, we lose that time.

Mr. Cassidy: We may catch the last showing of "All the President's Men."

Mrs. Campbell: Why don't you have them here?

Mr. Martel: It depends on whether the drinks are being served over the dinner hour.

Mr. Deans: I think it is quite unfair to have them sitting outside. The chances are, from what I'm listening to, that we're going to go on for a reasonable period of time.

Mr. Chairman: Is it agreeable with the committee that we inform them that they be prepared to come back on Tuesday?

Mr. Cassidy: I would say so, Mr. Chairman. I don't want to be too confined.

Mr. Deans: I'm sure we could encourage someone to speak a little longer.

Mr. Chairman: You may continue, Mr. Cassidy.

Mr. Cassidy: Thank you, Mr. Chairman. I was saying just before the interruption that obviously all of this particularly affects certain members who have young families, whose wives have to stay at home, who don't want to send a spouse out to work and so on.

I want to give some figures now to point out that the incomes of the members of the Legislatures have been falling behind drastically at the same time their work has been increasing very substantially—in this province, just this province.

Mr. Drea: Just this one.

Mr. Cassidy: I don't want to make comparisons with elsewhere, except that the two Legislatures most comparable with this one are Quebec and the federal government. And without even looking up the figures, they are streets ahead of this particular place.

Mr. Drea: We're one of the last of the big-tenders.

Mr. Laughren: You're one of them, Frank.

Mr. Cassidy: Mr. Chairman, this raises the other point which is we are in a catch-up situation. We have gotten ourselves into a box where if it is recommended by an independent commission, or whatever, that there be a fairly substantial adjustment in MPP salaries, what everybody will see will be the headline which will have numbers that will make your hair turn grey.

Mr. Martel: That's what happened in the federal service.

Mr. Cassidy: Which is what happened in the federal parliament and is liable to happen here as well. The main comparisons I'm going to make are with 1969.

Mrs. Campbell: You're agreeing, Mr. Deans?

Mr. Deans: Mrs. Campbell, I don't even know why you would ask the question. Is that a question for which there ought to be an answer forthcoming?

[5:30]

Mr. Morrow: No, just an interjection.

Mr. Cassidy: The main comparison I'll make is with 1969, Mr. Chairman. The other period to compare with would be from 1973 on. Since there's been no increase in legislative salaries since 1973, it's pretty hard to

make much of a comparison there except to just say what has happened.

In 1969, the median family income in Canada was \$8,000 a year. That's the 50 per cent mark. Half the families earned more and half the families earned less. The average family income was \$8,927. That was the year in which the legislative salaries in Ontario were raised to \$18,000 a year. I've looked through the records. There was essentially no discussion at all at that time of the quantum and clearly there was no particular problem at that time with the amount of pay that was chosen.

Now, between 1969 and 1973, Mr. Chairman, the median salary in Canada, the median family income went up 43 per cent and the legislative salary was raised in 1973 by 25 per cent. In 1973 the median and average incomes in Canada were \$11,442 and \$12,532 per annum. And in Ontario, for which the figures are available in 1973 but not before—and all these figures all come from Central Mortgage and Housing Corp.—the median and average incomes were \$12,755 and \$13,721. The legislative salary in that year was raised to \$22,500.

In 1976, the legislative salary remains at \$22,500. I've done an estimate of the median and average family incomes in the province this year, based on figures that were tabled in the resources committee last week by Mr. Rhodes. They were carried out by his researchers and are reasonably reliable. The estimated median income in Ontario in 1976 is \$18,400. Half the families earn more than \$18,400 and half of them earn less. The estimated average family income this year is \$19,600. That is the average.

The median income and the average income in Ontario have risen by about 42 per cent or 43 per cent between 1973 and 1976. The legislative income has risen by not a penny between 1973 and 1976. If you take the period from 1969 to 1976, I'll just give percentages now. I can back them up if anybody wants them. They may be wrong by one per cent or two per cent either way, but they are basically accurate.

The picture is the following: Between 1969 and 1976 the median family income across Canada rose by 107 per cent. In Ontario it would have risen by pretty much the same amount. It has slightly more than doubled. In that seven-year period, the average wage, measured by the industrial composite of DBS, rose by 82 per cent. In that period, the consumer price index rose by 56 per cent. In that period the legislative income, the income of MPPs, rose by 25 per cent.

So while incomes were rising in a range from 80 per cent to 100 per cent and prices were rising around 55 per cent or 56 per cent, MPPs' pay was rising by 25 per cent.

Mr. Shore: It was on the merit system.

Mr. Cassidy: Maybe, Marvin. In 1973, two-thirds of Ontario families earned less than \$15,000 a year, and an MPP may have seemed reasonably rewarded when that was his basic salary and he had a generous expense allowance as well. In 1976, two-thirds of Ontario families earned more than \$14,500 per year, according to Mr. Rhodes. One-third earned more than \$22,000 per year, according to the updated CMHC figures worked out by the Ministry of Housing.

I can give other comparisons which I think are instructive. These are figures that were given to me by Mr. J. A. Jackson, who is the executive secretary for senior appointments and compensation in the Civil Service Commission. I asked him about programme executives in the civil service, and there are about 500 or 600 of them. They range from deputy ministers down to branch directors and executive directors and people like that. He did some research for me in order to see how the pay of programme executives compared, which is a job something comparable to what we do here, I would suggest, demanding the same kind of competence compared with MPPs.

In 1969, they took 333 programme executives who'd been in the civil service for more than five years in 1969 and measured how they had done. In 1969, they were earning \$17,120 and the MPP's salary was \$18,000 a year, including expenses. The pay on average of those programme executives was up to \$19,000 and a bit in 1970; to an average of \$21,439 in 1971; to an average of \$23,783 in 1972, and to an average of \$26,393 per annum in 1973.

In 1973, the MPPs who had been getting \$18,000 were raised to \$22,500. Instead of being ahead of the average for executives, they had fallen after their adjustment to being \$4,000 behind. In 1974, that pay for programme executives rose to \$30,600. At present, roughly speaking, and it's hard to estimate exactly what has happened there, they're up to around \$34,000 a year. MPPs are still at \$22,500 a year.

Mr. Drea: Now you know why there is a \$2 billion deficit.

Mr. Cassidy: From leading these fellows by \$1,000 per annum, the MPPs' salary now lags the average salary of programme execu-

tives who've been in the government for a while by about \$12,000 a year. Or, putting it another way, between 1969 and 1976 the average pay of senior executives in the civil service increased by 100 per cent and the pay of MPPs increased by 25 per cent.

Mr. Gregory: You're giving us some good arguments for restraint.

Mr. Cassidy: That may be, but it hasn't been exercised in the past by the government. In addition, I would suggest to you that between 1969 and 1976, for example—let's talk about that question—the average for programme executives with the ministry rose by 100 per cent. I just gave figures that said that in that same period of time the average family income across Canada rose by 107 per cent and the average wage rose by 82 per cent.

The programme executives, who on average got an increase of about 100 per cent, were within the range. They may have been 10 per cent too much, but you can't say they're getting half as much again as they should have. Their relative position is roughly in line with the increases in other wages and salaries across the country.

Mr. Drea: Except they contributed to it. Their wage is going up. They were contributing on the average of measurement gaps.

Mr. Cassidy: Maybe, but if Mr. Drea wants to argue that the MPPs' pay freeze should continue, then I would suggest that he and his government go to the 60,000 employees in the government and say, "We're going to put you under a freeze as well." It's quite obvious to me, had there been a pay freeze for government employees over the last two or three years, that there is absolutely no question that that pay freeze should have been shared by members in the Legislature of all parties.

Mr. Drea: I have never heard you raise that question on the floor where it could have been given widespread distribution to the civil service.

Mr. Cassidy: The point is that we in the New Democratic Party happen to believe that people who work for the public service should be equitably treated.

Mr. Laughren: That's one reason we have a good civil service in Ontario.

Mr. Cassidy: That's right. We happen to believe that the collective bargaining process should be respected. They should have the right to bargain through their union. In gen-

eral, the settlements that have come down have been okay. I haven't noticed Mr. Drea getting up and angrily attacking the settlements which have been agreed to, may it be noted, by the ministry and by the government—

Mr. Drea: My friend, I am not attacking the settlements—

Mr. Cassidy: —and for which the funds have been agreed to by the Legislature.

Mr. Drea: I am just pointing out to you that you're using a very specious argument to try to double the members' pay in one day, and it's that simple.

Mr. Cassidy: I will come to that in a minute. I'm glad that the member is listening so attentively. I started this speech and I probably will go on until 6 o'clock. I apologize but I want to get these matters on the record and I think that it's important.

Mr. Drea: Oh, are they ever going to be on the record!

Mr. Cassidy: And I bear in mind, as well, Mr. Chairman, that there are obvious political risks to any member who has the temerity to talk about this very sensitive matter of members' pay. There will be some MPPs who are willing to take shots at the question and say, "There they go, the New Democrats; they are two-faced and hypocritical, because when you get around it, they want to dig into the public trough again," and things like that. And that will be said—

Mr. Drea: Are you talking about yourself or are you talking about your party?

Mr. Cassidy: I am talking personally; I am not talking with the authorization of my caucus.

Mr. Drea: Okay, but you just said that people are going to take shots at New Democrats, if that's what I heard you say.

Mr. Cassidy: Fine, I happen to be a New Democrat and known as such.

Mr. Drea: Well, I think when you are here, you are talking—

Mr. Shore: You are known at the moment as Michael Cassidy.

Mr. Cassidy: Okay. In that case, if they confine it to me, that's fine. I can take it; I am prepared to take it. I am putting forward this in a fairly reasoned and detailed way, because I think it's important—not just for the

men and women who make up the Legislature right now—

Mr. Laughren: For a member who is a parliamentary assistant, why is the member for Scarborough Centre being so hypocritical?

Mr. Drea: I am not being hypocritical at all.

Mr. Chairman: Order, please.

Mr. Cassidy: I think it's important not only for the members who make up this place right now, but also for the prospects that the quality of the Legislature can continue and, it's hoped, be improved from what we have right now.

Earlier, I was commenting on the lack of resources that are made available to members and the difficulties we have, with perhaps four or five hours in the normal week to do research and to carry out our function of scrutiny of the government. This is an abnormal kind of situation where we are talking to ourselves in estimates; normally we go forward before a ministry, and the ministry has a fair number of people who presumably are able and talented or at least are paid as such.

It is interesting to me that about 3,500 out of 70,000 civil servants, about five per cent of the civil service, were earning more than \$21,000 per annum in April of last year, and presumably now earn more than MPPs. In a society which happens to pay for talent, that means there is a fair number of reasonably talented people working for the various ministries. In fact, as you look at our efforts or the efforts even of government back-benchers to criticize the government, there are tremendous resources there in terms of skilled, highly educated, highly trained and highly experienced men and women to back up the ministry and, dare I say it, at times to put their best face forward for the particular ministry.

I stress again the importance of MPPs in a democratic system. Well, let's look at how this happens to work. Let's note, to begin with, that the Ontario government, for all its talk about restraint—let's just go through these figures assembled by the women Crown employee's office, which did a very interesting piece of research. As of April 2, 1975, there were 853 public servants earning between \$21,000 and \$23,000; 823 were earning between \$23,000 and \$25,000; 442 were earning between \$25,000 and \$27,000; 683 were earning between \$27,000 and \$29,000; 286 were earning between \$29,000 and \$32,000; and 433 were earning in excess of \$32,000 per year.

When the two critics of the Ministry of Agriculture and Food go before that particular ministry, they are facing a ministry whose minister is backed up by 127 people who make as much as an MPP. When the two critics go up against the Ministry of the Attorney General, they face a ministry where 258 people earn as much as an MPP. When we go to discuss the Civil Service Commission in the Management Board estimates, there will be a couple of critics, one from each party, while there are 36 people in that ministry earning more than an MPP.

The Ministry of Colleges and Universities, an important ministry, has 65 people who earn more than an MPP, and who are able, through education, training and that kind of thing, to help the minister a lot in putting on a very good gloss and in keeping the ministry out of trouble and, dare I say it, in forestalling the kind of criticism for which this place ought to be responsible.

James Taylor has the help of 160 people. It's not enough for him, he needs it; but all the same—

Mr. Laughren: He needs a lot more.

Mr. Cassidy: —there are that many people in his ministry who earn more than an MPP.

Mr. Laughren: Most of them should earn more than the Minister of Community and Social Services (Mr. Taylor) does.

[5:45]

Mr. Cassidy: Even in the Ontario Science Centre, they have nine earning more than an MPP. When Jim Foulds and the Liberal critic—Bernie Newman, I guess it is—talk to the Minister of Education (Mr. Wells), he has no fewer than 418 of his male staff earning more than \$22,500. That happens to be almost half of the men who work for that particular ministry. I didn't bring into account women's salaries here, with apologies to Mrs. Campbell, simply because women are normally support staff because of the sex-typing that occurs in this particular ministry—in this particular government.

Interjections.

Mr. Cassidy: In the Ministry of Energy 18 of the 27 male employees are paid more than an MPP and the average pay for the consultants who surround that minister—and God knows we don't get our money's worth from that ministry—was \$24,700 back in 1975. I presume it's about \$27,000 or \$28,000 this year. In the Ministry of the Environment, 150 men are earning over \$22,500 a year. In

the Ministry of Government Services, coming up in a few minutes, 125 are earning more than that—God knows what they do. In the Ministry of Health, Jan Duszta and Albert Roy are up against a ministry which has 161 employees earning more than \$32,000 and has a total of something like 500 employees earning more than \$22,500 a year. The Ministry of Housing, for which I am responsible, has 94 in that particular bracket.

Mr. Shore: They can't touch you.

Mr. Martel: Only in salary.

Mr. Cassidy: In the Ministry of Industry and Tourism it takes 97 people earning more than \$22,500 to bolster up Claude Bennett and they never succeed.

Mr. Laughren: Ontario's junior achiever.

Mr. Cassidy: Ontario Development Corp. has 58 male employees earning more than \$22,500 and two women out of the 48 women in that particular ministry.

Mr. Martel: Most of them live at home too.

Mr. Cassidy: That's right.

Mr. Martel: We'll tell Maggie on you.

Mr. Cassidy: In the Ministry of Labour, Ted Bounsall and Jim Bullbrook are now up against the Ministry of Labour with 34 people earning more than \$22,500 a year. The Management Board secretariat which is up right now, has 37 of its 50 male employees and one of its 24 female employees earning more than \$22,500 a year and the average pay that they had a year ago was \$24,928.

Mr. Martel: If you're not careful Bill Davis will call an election on this speech.

Mr. Cassidy: Well maybe, that's right. It's instructive that in the Management Board secretariat the average pay for men was \$24,928 a year ago and the average pay for women was \$12,084. No sex-typing there.

In the Ministry of Natural Resources it takes 185 people earning more than MPPs to try to put some credibility onto Leo Bernier and, God, they—

Mr. Martel: They failed miserably.

Mr. Cassidy: That's right. In the case of the Ministry of Revenue, 119 are earning over that amount. In the case of the Solicitor General, there are 121 in the Solicitor General's department.

Mr. Martel: How many women? Surely old Bill's going to call an election on this.

Mr. Cassidy: That's right. This is interesting. In the case of Ministry of Transportation and Communications there are 336 men earning over—in today's dollars—\$22,500 a year and two of the 1,640 women in that particular ministry earn more than \$22,500.

Mr. Martel: They know their places in society.

Mr. Cassidy: That's sure as hell true.

In TEIGA, in the Ministry of Treasury and Economics, there were 147 men earning over \$22,500 or so in today's money, and 16 women earning over \$22,500 and once again a couple of critics—a researcher working half-time in our caucus and a researcher working part-time in the Liberal caucus—are all the resources that this Legislature provides in order to ensure some legislative oversight over the work of that particular ministry.

I don't know what happened to the policy ministries. If I had it, I would put it in, but I think I could finish off without it.

In the case, however, of the miscellaneous ministries back in 1975 which included the policy ministries, the Cabinet Office, the Office of the Premier and that kind of thing—

Mr. Drea: Get to the Office of the Assembly. It's very high-priced.

Mr. Martel: Is it high-priced?

Mr. Cassidy: I don't know. The Office of the Assembly you could ask for here—33 of the 92 people working for the Premier, the Cabinet Office and the policy secretariats were earning more than \$22,500. Five of the 93 are women—there is no sex-typing there either. Those are the statistics that I wanted to put on the record.

To continue along that same line of fairness: Over the last three or four years there have been a number of adjustments in some of the fringe benefits paid to civil servants. For example, one very simple one is that MPPs, I believe, are paid 15 cents a mile when they drive their car on legitimate constituent or legislative business. The rate for the civil service is now 19 cents a mile.

Mr. Martel: That's the one Ronny McNeil wanted to change, although that wasn't carried in the press.

Mr. Cassidy: That's right.

Mr. Chairman: Order, please.

Mr. Cassidy: The most recent contract that was settled with the CSAO provided that the government would pay 100 per cent of OHIP premiums. In the case of the MPPs the government doesn't pay anything toward OHIP premiums.

Mr. Angus: You can't even get them to take it off your cheque.

Mr. Cassidy: The government has a supplementary health and hospital insurance scheme. That is not provided for the members. The government contributes 85 per cent of the premium cost for a long-term income protection disability plan. At the present time, there is nothing comparatively like that for members. I could go on and on with that question of the fringe benefits as well.

The point I want to make is this, and I want to quote from an authority, from some time ago about this:

By the nature of things, we as MPPs are not in a position to make a judgement in which the public can have confidence about what the right level ought to be.

When we appointed the Camp commission, they were meant to be an independent group of experts who would make recommendations, but in fact, they copped out. They simply said somebody has to come to grips with this, somehow, some day and in some way.

It has been the practice, Mr. Chairman,—

Interjection.

Mr. Martel: It's in report No. 5. You might read it.

Mr. Cassidy: That's right. It has been the practice in most other jurisdictions for there to be some kind of independent commission which reviews these salaries, emoluments, fringe benefits, that kind of thing, on a regular basis in order either to determine what they should be under delegated authority from the Legislature, or else to make recommendations to the Legislature on a regular basis which are seen as benchmarks and which are normally adopted by the Legislature. That's what I would like to propose right now, at least for people to consider.

My particular committee, the select committee on the Camp report, will be considering this matter at some length. I wanted to put the matter on the record now so that there can be open discussion in the press as well as in the Legislature about the need to establish some kind of independent benchmark and about the need for regular adjustment in order that MPPs can be treated fairly and so that people who are considering run-

ning in the next election, for whatever party it may be, can have an assurance that they will not be subjected to the same shabby treatment that MPPs have had over the years, since 1969 or since 1973.

Back in 1969, the last but one time that the pay was adjusted, the then leader of the NDP, Mr. MacDonald, did suggest that there should be an independent commission of competent persons to judge what was the reasonable income and expenditures for a member of the Legislature.

Mr. MacDonald suggested:

... the public appointment of an independent body that everybody knows and in which people have confidence. It should hold public hearings so that anybody who wants to can make representation, including the members of the Legislature individually or collectively through their party. The people who think that MPPs are being paid too much should also have the opportunity to come and make representation open and publicly.

I'm quoting from Mr. MacDonald's speech because I agree with every word there. He suggested at the time and I suggest now that this independent commission holding public hearings would be part of an educational process in order to tell people what is the situation, what incomes are doing and what would seem to be fair.

If I can come back to the question of pay, we all go around, for example, assuming that most people still earn \$10,000, \$11,000 or \$12,000 a year and are not really aware of the fact that a third of the families in the province have family incomes this year exceeding the pay of an MPP. Only one-third of the families in the province have incomes less than \$14,500 or \$15,000 a year. There needs to be some realism about the kind of numbers we're talking about or else the whole discussion of MPPs' salaries is going to be constantly open to hypocrisy and cant.

I would like to suggest to the members of the Board of Internal Economy that they give that matter careful consideration and prepare themselves for a possible recommendation from the select committee although I make

no prediction as to what it can make. I hope Mr. Gregory understands that I'm certainly open, as I have been in the past, to comments he's made in his very active contributions to that committee.

These are ideas I've had and I've wanted to develop in the hope we can get some feedback from outside. I hope this matter is discussed openly and publicly. I think the matter of how to cope with these questions or with the other frustrations of members which were particularly raised last Thursday night according to the tone and content of our discussion then, should be ample reason to consider the formation of a House management committee, a legislative services committee or some other committee which is formed exclusively of back-benchers.

Mr. Deans suggested one proposal which was that there would be regular meetings between the back-benchers on the Board of Internal Economy and the caucuses. Another possibility would be that there would be a House services committee which would consider the matters, would ventilate the grievances and would then make recommendations to the Board of Internal Economy. The legislative committee of back-benchers would propose and the Board of Internal Economy would dispose by making a decision on the matter.

Mr. Chairman: It is now 6 o'clock.

Mr. Cassidy: I'm just concluding Mr. Chairman, if I could. There are a number of other ways in which these matters could be dealt with and I would suggest it's urgent and important that we do deal with them. Do we get the whole matter of members' facilities, services and emoluments out in the open, Mr. Chairman, and no longer deal with them by the back stairs and in the inadequate and frustrating ways they have been dealt with in the past?

Mr. Chairman: It is now 6 o'clock. I have on my list Mr. Grossman, Mr. Drea and Mr. Shore; they'll be called in that order.

The committee recessed at 6 p.m.

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Legislature of Ontario Debates

SUPPLY COMMITTEE — 1

ESTIMATES, OFFICE OF THE ASSEMBLY

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Thursday, April 29, 1976

Evening Session

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

THURSDAY, APRIL 29, 1976

The committee resumed at 8:50 p.m., in committee room No. 1.

ESTIMATES, OFFICE OF THE ASSEMBLY (continued)

On vote 201:

Mr. Chairman: I will call the committee to order. I believe we have a number on the list who are not present. Mr. Shore, you are on the list, so do you have any questions you would like to ask?

Mr. Shore: Mr. Chairman, I would just like to make a few comments related generally to the attitude of the assembly and the members. I think, with the greatest respect, that the member for Ottawa Centre (Mr. Cassidy) made some very valid points in general, although I think he could have made them in about a third of the time. I believe that he has touched on some very important points that I have particularly noticed as a new member in this House and the points are principally in the areas relating to the attitude and treatment of members.

It's probably more important really than the subject of salary—and I will speak on the salary aspect in a moment—but I do believe that it's most important if you are going to try to attract people into the Legislature, that the tools of the trade, so to speak, are available without having to have them brought to you by a demeaning or begging process. It should be reasonably automatic. The issues of accommodation, equipment, facilities, personnel and so on, to me are probably the most important thing if you are going to expect the people to lend themselves to this body.

It is much more important than many of the other monetary factors, I feel, because on the monetary aspect, looking at the political life or the public life, I would certainly never challenge that anyone going into public life should have to go at an undue, or perhaps any, economic sacrifice. I don't believe that should be expected of them.

Certainly Mr. Cassidy brings statistics forward that probably have some merit and he can present to this body realistic figures and so on. Leaving aside the restraint programme and the fact that he is comparing the salaries of MPPs with all kinds of other bodies, I would like to bring a dimension to this remuneration that I think Mr. Cassidy misses and which I think is very important.

He was talking about the desire to have able, competent, talented people come into this Legislature. When you are in the teaching profession, for example, and when you are in the accounting or legal or any other profession or trade, you can generally somehow measure the criteria and the talents. There is some means of measurement. Or there is purportedly some means of measurement. I sometimes question whether there is, but you have to have some type of degree to be a teacher.

Mr. Lane: Even Laughren was a teacher.

Mr. Laughren: God will get you for that.

Mr. Shore: That's right. I sometimes question whether you ever measure that, but the point I am trying to make here is generally in any type of job or profession or trade there is either criteria to get into that trade and graduate from it, or some type of process available through some type of decision-making body that if you don't stand up to certain standards, you may not have the job.

In the public sector, the definition of whether you stand up to the test is really in the hands of the public, but there are no criteria as to the definition of talent, competence, ability and all these other things. I think you have to be very careful in comparing that with anything else. I think a strong case can be put forward and I want to put this on the record because I think Mr. Cassidy overstressed the salary aspect. I totally agree with many other factors he brought out in relation to a member and really and truly if they do want this talent and ability, members should have available to them these other things. You have to be very careful not to overstress the salary aspect recognizing

fully that there shouldn't be undue sacrifices by a member. The reason I say that is it can sometimes have the opposite effect.

I can cite you cases and if you were to ask any person why they ran for public office or why they wouldn't want to run for public office, one of the last areas would be economic reasons—except for my friend here, perhaps, on the left who has probably never made so much money in his life.

Mr. Angus: Or any money.

Mr. Chairman: Order.

Mr. Shore: Quite seriously, if you put down the pluses and the minuses of why somebody were to run for public office, one of the last reasons would be the economics, and I have talked to people on the subject.

Mr. Laughren: I take it they are independently wealthy?

Mr. Shore: I think also if you did a survey, with the exception of the last few years—I am not trying to make a case that economics should not be a consideration, nor am I trying to make a case that there shouldn't be adjustments in MPPs' salaries other than every five or 10 years or at the whim of somebody else. I am trying to make a case that you cannot compare the criteria of job opportunities outside in the public sector with those of an elected office. I am convinced and satisfied from personal experience and from people I have talked to that what very often might happen—I can tell you instances of people who, if you offered them \$100,000 a year, would not run for public office.

Mr. Laughren: Make it \$200,000.

Mr. Shore: No, not necessarily. They will run for public office because they like the public atmosphere; they feel committed to make some contribution to public life; or they have an ego as some people have and they feel they have to see their picture in the paper every so often. Whatever the reasons are, one of the last ones—

Mr. Deans: Was it your picture yesterday?

Mr. Shore: Yes. That's right; but I am honest about it, Ian; that's the difference.

Interjections.

Mr. Shore: These are the basic criteria. You cannot easily define the talent, the competency and all these other things because the public sector is basically attracting what the people

want. The people who put the "X" on the ballot paper aren't necessarily going to make the decision—not that they are not capable—as to whether they are voting for a \$50,000 a year person, a \$12,000 a year person, or \$100,000 a year person. They are going to vote for what in their minds is a cross-section of what they think they look for.

I want to stress to you very strongly that if you compare the economics of an MPP, what can happen—what I fear can happen—is the higher you raise your salary quantum, keeping in mind my premise that no one should have to make undue sacrifices, you may well attract people into this public sector whose reasons aren't best suited for a proper commitment to the public sector. That is what I fear more than anything else, because you may then reverse the reasons people want to come into public life and that becomes an economic statement.

The media once said to me that the only purpose an elected person wants media for is to get elected and stay elected. If you think that was the criterion when the economics were not as big a factor, it certainly will be the big factor if you put the ultimate criterion or a substantial part of the criteria on the economics of it.

I think it should be put on the record very clearly that much of what Mr. Cassidy addressed himself to, on all the broad areas of the Legislature and what should be available to members, is most important. A person should not have to beg for a simple thing like a tape recorder. They have a better chance of attracting "talent" and so on if a person who is going to come into this House recognizes that he has available to him at a reasonably good level, without begging, the tools to do the job.

[8:15]

This, to me, is a lot more important than the attitude that \$50,000 will attract a better person than \$40,000, and \$40,000 will attract a better person than \$30,000. I can tell you good cases can be put forward that the opposite will be the fact. That's all I wish to say on that subject.

Mr. Laughren: Very good.

Mr. Chairman: Mr. Laughren.

Mr. Lane: Mr. Chairman, just on a point of order, before the next speaker, please. Mr. Shore was confused with Wintario when he was talking about \$100,000 wages for the MPPs, because this is the night of the draw and the \$100,000 five times over. You just

made a point. You weren't serious about the \$100,000 for the members. It was the draw you were thinking about.

Mr. Laughren: Mr. Chairman, I would defer to Mr. Shore if he would let us know what his position is after that rambling discourse.

Mr. Shore: My position is very clear. All the fringe desires to which Mr. Cassidy alludes, to make this House a proper place to do a good day's work for the quality of person who wants to get in here, should be made available. I say that he has overstressed the definition by saying the higher you pay somebody, the better the quality of the person you attract.

Mr. Deans: Could I ask you a question for the purposes of clarification for the board for setting policy?

Mr. Laughren: I will defer to the chairman.

Mr. Deans: Do you agree with the proposition of Mr. Cassidy that there ought to be a totally independent and reasonably frequent—whatever that means, and you can define it if you wish during your answer—review of salaries and benefits in addition to the various office requirements that a member has to have in order to do his job properly?

Mr. Shore: Sure. Not only that, I don't think Mr. Cassidy has to be ashamed, even though I don't agree. He shouldn't have to think it is demeaning to come forward and put his case. I don't think it should be demeaning in any way, although I don't agree with some of it.

Mr. Deans: Am I correct? I am not asking if you agree with the case that he made. I am curious to know whether you think the Board of Internal Economy should, in some way or other, address itself to and either recommend, or do whatever it sees its role to be, on the matter of an independent, on-going review of all of those matters which pertain to the needs of the member of the Legislature.

Mr. Shore: I certainly would agree 100 per cent that it should be on-going. Whether it could ever be independent, I don't know.

Mr. Deans: Well, independent has a lot of things—

Mr. Shore: On-going, certainly.

Mr. Laughren: Just following up on what the future minister said, Mr. Chairman—

Mr. Lane: Which church?

Mr. Deans: I've got my collar on the wrong way; I will turn it.

Mr. Laughren: I would say this—

Mr. Deans: It's the wrong way now. What are you talking about?

Mr. Laughren: Mr. Chairman, they are being provocative over there.

I would say that that really is the crux of it: The independence, or the need for an independent commission or body to establish the salaries and other emoluments of the members. What happens now is that you end up with a demeaning experience from members of the government who, for example, will try to make the case to establish a new ministry. I could just pick one out of the air: You might have a member from northern Ontario suggesting we have a ministry of northern Ontario, in hopes that he would be the minister and therefore get out from under the kind of salary that he is struggling with now.

Mr. Morrow: I wonder if the hon. member, Mr. Chairman, would just allow me to interject at this point.

Mr. Laughren: Yes.

Mr. Morrow: In our select committee on the fourth and fifth reports of the Camp commission we have had a couple of goes on salary. What you have just said has been discussed and when we make either our next report or our final report that will be the thrust of the recommendation towards amenities and particularly salaries and indemnities for members. An independent body or commission to deal with this on a regular basis from time to time will be recommended. This is the thinking now of the committee.

Mr. Laughren: Mr. Shore is quite right; he put it quite well, I think, when he said that while he might not agree with everything that Mr. Cassidy said, certainly it should not be a demeaning nor a politically embarrassing experience for a member to come to a committee and make those arguments. I mean it is truly ludicrous to be put in that position, and yet if someone doesn't make the arguments the situation gets worse.

Mr. Morrow: This argument will be made and I'll report to the Legislature.

Mr. Laughren: Yes. Because I read the final report of the Camp commission and it's very clear that they copped out on their

obligations in that final report. I suspect that most of the members of the select committee now looking at the Camp commission reports would agree with that. How could they not agree with that, it was given to them as one of their mandates?

Mr. Morrow: It's the one thing they copped out on.

Mr. Laughren: That's right. They had some good recommendations so I think that it's not fair for members of the Legislature to sit in judgement of their own—

Mr. Deans: It's not even proper.

Mr. Laughren: No, it's not proper.

Mr. Deans: Aside from being fair.

Mr. Laughren: And I think that in terms of the public, which judges the work of the member, there is no harsher critic than the public and if a member isn't worth what he's earning the public will damn soon tell him at the next election.

The argument could be made that a proposed salary should be published prior to an election. Every time the writs are issued there should be a proposed salary for the next Parliament—to begin the next Parliament at least, with a built-in procedure for increasing it in future times. Then all candidates would be running under the clear understanding by the public of what salary they were running for. That might be a bit unusual, but it would get away from the present situation whereby when a new Parliament begins—in Ontario it's traditionally been at least four years—the members immediately vote themselves an increase and people say, "That isn't the increase that you ran for when you were a candidate." That's not fair to the new members and it's not fair to the members who were there previously.

So I can't stress strongly enough the need for the select committee on the Camp commission to look into this and to not just make a recommendation but to put it in the form of a report to the Legislature that be adopted, almost the same way that the committee did for the constituency offices, where it's put to the Legislature in a way that it be received and adopted—I believe that was the term that was used.

Mr. Morrow: We'll see that it gets to be received and debated.

Mr. Laughren: Yes, well, that's all we can ask of you. Thank you, Mr. Chairman.

Mr. Gregory: Just a couple of comments. I'm going to address myself primarily to some of the remarks that Mr. Cassidy made—just a few of them. First of all, his discourse in regard to members' salaries.

I don't think anybody over on this side of the House is faulting his facts and certainly you could make quite a case when comparing this with other types of occupation. I don't think that can be faulted and certainly I wouldn't want to do that. As to his right to present this to committee, that's fine too; I think anybody can do this. Certainly in the last go-around we had on this, when this was brought up in the House, in rather extraordinary circumstances, of course, I think it was made very clear by the Premier of this province (Mr. Davis) that that was going to be discussed. He just let it be known what his position was.

This doesn't in any way prevent members of the NDP from discussing it or suggesting that it be brought forward. Mr. Morrow, as chairman of the select committee on the Camp commission report, has suggested it could well be discussed at that committee and certainly I would be quite happy to take part in the discussion. While saying that I take a very strong position that any increase in members' salaries at this time would be completely unwise and certainly unwarranted, I have to ask myself this question when I hear this the second time it has come up; once it came up on the Camp report committee and then was brought to the House by a question from our side. Now it is brought up again in this committee.

I have to ask myself why it wasn't brought up by the members—the same members who are proposing it this time and last time—prior to the last election, which was just six months ago. I, as a new candidate, tried very hard to get all the information that I could and, of course, studied the New Democratic and Liberal platforms, and nowhere did I find any reference at all to a review, or to an increase in salary, or to a—

Mr. Laughren: Your politics are almost as cheap as the Premier's.

Mr. Gregory: Mr. Laughren, you have had your say; could I have mine? Thank you. I studied pretty hard to find anything like that, and there was no suggestion by the New Democratic candidates that this should be considered. This is my knowledge. Possibly I missed a page that you had somewhere; I don't know. You will have to admit that there was no issue made and no part of the platform that came out in a very apparent fashion.

In my riding the question was asked at an all candidates' night—and I remember it very clearly—with the New Democratic candidate, one Mr. Larry Taylor, who was quite a student of your policies and your platform. All three candidates were asked the question: "What would be your position in regard to increasing members' salaries?" Mr. Larry Taylor, along with the Liberal candidate, said a definite no, that they would not entertain any thought of increasing salaries. He was reading right from a policy book of the NDP. As a matter of fact, I was the only one of the three who admitted that if a review was done and it was recommended that a salary increase be given, then certainly I would be in support of it, but I wouldn't know at that point.

Mr. Laughren: It was in the Tory handbook.

Mr. Gregory: Well, he must have missed a page too. I didn't have his handbook, you see.

Mr. Laughren: I say it was in the Tory handbook.

Mr. Gregory: No recommendation about increasing salaries, right. You are accusing me of not having done my homework. I am just telling you what I get from the NDP candidate, that there was no thought before the election of increasing salaries. He repeated this several times. I am just asking myself why it would come up now, six months after the election. Why not before? Take it to the people. They will tell us.

I am not suggesting that the amount being paid is equivalent or equal or even fair by comparison with outside. I don't know how you compare a member of Parliament with someone in a business outside. I just don't know how you do that. First of all, it requires no particular training to become a parliamentarian, no particular degree. I guess we've got them in the whole spectrum in this House right now, right from people who have never had a job in their lives before—no particular slam at people who have never worked before—to people who have worked in very highly specialized, highly paid positions, who have taken decreases in their income to come here. I don't know how you compare. The only skill you have to have to take this position really is to speak fairly well and to get elected, get a few votes.

Now, enough about that. I am not faulting Mr. Cassidy for having discussed this. Certainly he had a lot of facts.

Mr. Deans: Is it possible—for my benefit, because obviously I love to listen to discussions—you are making a suggestion to the board in this regard, or are you simply expressing an opinion about a statement made by someone else? We are dealing with estimates and not—

Mr. Gregory: Mr. Deans, through you, Mr. Chairman, if I may, I listened to Mr. Cassidy give what he admits were personal opinions for about 1½ hours.

Mr. Deans: On a point of order, please. On a point of order, if I may.

Mr. Chairman: What is your point?

Mr. Deans: My point is this: If the members want to speak about something, they should be speaking to the estimates. Mr. Cassidy made a recommendation. If you want to speak about his recommendation then, of course, you may do so. Anyone may do so. But you must then be speaking against the recommendation of the setting up of an independent commission because, in fact, that is what he was referring to. That is all that is before us at this point. It is not the Throne Speech debate, it is not the budget debate, it is simply the estimates of this office. I don't know about Mr. Morrow, but while I am eager as hell to have your views, I would like them to be referred to something specific, if you don't mind.

[8:30]

Mr. Gregory: Let me legitimize my remarks, then, Mr. Deans, by saying I am opposing Mr. Cassidy's suggestion; then I can speak as I wish.

Mr. Deans: You are opposing a suggestion of an independent commission?

Mr. Gregory: Right, okay? Then you will be able to listen to my remarks without any discomfort whatsoever.

Mr. Deans: I have no discomfort.

Mr. Gregory: Fine.

Mr. Deans: Aggravation; but not discomfort.

Mr. Gregory: Okay well, you just sit there and—

Mr. Lane: It takes an effort, you know, but this holds true all the way through.

Mr. Deans: It did.

Mr. Gregory: Well, you just sit there and listen to my remarks and be aggravated the

way I was for the last 1½ hours while I listened to Mr. Cassidy; okay? And I ask you to please be patient with me as we were with him.

Mr. Laughren: Just stay cool.

Mr. Gregory: As a matter of fact, I had asked the Chairman for a point of order on remarks Mr. Cassidy was making. It had to do with items he was discussing that were being discussed at the present time by the select committee. Now, this was when you were out of the room and your vice-chairman was sitting in the Chair; and he overruled my motion, of course.

I do feel that it was a little improper. A lot of the suggestions that were made had nothing to do with this budget whatsoever, and they are matters that are presently being debated by the select committee on the Camp report. So I thought it was highly improper. However, I was overruled. It seemed to me that Mr. Cassidy was making an attempt to precondition members of this committee as to what they might hopefully expect, in his mind, from the Camp committee report. I feel he was doing a little politicking on items that he would like to see sold—

Mr. Laughren: Are you always so politically expedient, or do you sometimes take a position based on principle?

Mr. Gregory: Do you always speak out of turn, Mr. Laughren?

Mr. Laughren: Yes.

Mr. Gregory: Fine. Have you finished now?

Mr. Laughren: No, I will be interjecting again.

Mr. Gregory: Fine. You go ahead, sir, and I will continue to speak my opinions, even though you object.

It seems to me, Mr. Chairman, that when your direction was given at an earlier time that we shouldn't really be discussing matters of this type that have nothing to do with this committee, when they are in the study stage of the select committee, they shouldn't have been discussed here; and particularly in an attempt to sell people, to precondition them—especially when positions had not been taken by the Camp committee. I just throw that in, sir. If the thing comes up again, I will again ask on a point of order that they not be allowed. Thank you.

Mr. Chairman: Thank you.

Mr. Deans: If I may, I think in reply, since one of the benefits of being here is that I have to listen to the comments and reply to them, I don't know how we accomplish the necessary level of exchange of ideas in areas that are very sensitive, and that can be used very easily politically, without destroying the whole role of the Board of Internal Economy.

Now there is but one place where members can talk freely about the budgets that are afforded to the caucuses, to the members themselves in the forms of salaries, and other benefits; and this is it.

If it is going to deteriorate on each occasion to a political battle which will come back to haunt many, then we are going to find there will never be an opportunity for members to openly talk about things which concern a number of people.

I say this—and I think Mr. Morrow will agree with me—I have always hoped that in the dealings of the Board of Internal Economy we would be able to deal in a non-partisan way with all of the members. I have always felt that any member whether they be a Liberal member or a Conservative member or an NDP member, who came to me and suggested that there might be some need to look at some aspect of the board's work, that I could do that without concern and consideration for their party affiliation.

I want to say to you honestly, Mr. Gregory, that you make it extremely difficult by taking a partisan view. I can understand, and I fully appreciate that you were asked a question during your election and you dealt with it four-square. But there is not one political party—not yours, not the Liberals, not the NDP—which has a policy in its policy booklet dealing with members' benefits. Of course, there isn't a policy booklet either which would deal with the recent changes to the OHIP costs which the Conservative government brought in; nor was that raised or suggested by the Tories during the last election.

Mr. Lane: You're getting pretty well off—

Mr. Deans: No, I am trying to point out the alternative. Nor was there any suggestion during the last election that hospitals would be closed or that children's aid societies would be deprived.

Mr. Drea: Mr. Chairman, on a point of order—

Mr. Deans: If you are going to sit there—

Mr. Chairman: Mr. Deans is speaking on a point of order.

Mr. Gregory: What is it?

Mr. Deans: —and use this as a forum for your own political gain, I don't have to take it.

Mr. Gregory: I intend to use any means at my disposal any time you people get political, Mr. Deans; you are not controlling this—

Mr. Deans: I don't have to take it.

Mr. Gregory: —meeting and I directed no question to you.

Mr. Deans: That's right. What's your question?

Mr. Gregory: Nothing.

Mr. Deans: If you have no question, my friend, then you sit quiet.

Mr. Gregory: I won't sit quiet and I—

Mr. Deans: I don't need it.

Mr. Gregory: —won't take any back talk from you.

Mr. Chairman: Order, please.

Mrs. Campbell: Mr. Chairman!

Mr. Deans: I just don't need it; not from you and not from anyone else.

Mr. Chairman: Order, please.

Mr. Gregory: I can speak any time I wish, Mr. Deans.

Mr. Chairman: Order, please. I hope we will all act as hon. members.

Mr. Deans: Just about as cheap as you can get.

Mr. Chairman: Order, please.

I hope we will all act as hon. members and I hope you are all aware, as hon. members, that we are here to discuss the expenditures of the Office of the Assembly and not the previous election. If that is what you wish to do, I would say the proper time is during the Throne debate or the budget debate when you will have ample time to do that. I just hope, as I say, that you will all contain yourselves and we will continue. I will call on Mr. Conway.

Mr. Conway: Thank you very much, Mr. Chairman. I have just a few brief comments with respect to the general policy of business of members and amenities, particularly the salary discussion.

I want to begin by making it very clear to each and everyone involved in this discussion tonight the very significant student income I left behind and the unique position in which I find myself. I want that very clear because the measure of sacrifice on my part was something perhaps of unique interest. Therefore I do, more seriously, admit to a very interesting and probably very different position from, I suspect, everybody else in the room tonight and almost all members of the 30th Parliament of Ontario. I think I recognize that; at least I hope I do.

First, I think there is the business of trying to make being a politician as normal as possible to the extent that can ever be done; to try to get through to the societies and political cultures we represent and grow out of the notion that to be a politician is, hopefully, to be something similar to working in any other particular capacity. It is part of the service sector, call it whatever you want.

I think this has not been the case. Clearly, trying to normalize the role of an elected official has been very difficult and it has been under way for a very long time.

Therefore, there must be an effort to normalize something which is becoming, in our case, far more of a full-time proposition than was the case when my grandfather was here from 1926 to 1945. He was making, very happily so at that time, I think \$1,500 a year and he still tells me how happy he was to have that CN or CP rail pass which was a saviour to him at that time.

Things have changed a great deal and we now find ourselves sitting seven or eight months of the year, or six or seven months of the year, and it's probably going to be more. Therefore, salaries, I suspect—I deeply feel—have similarly got to come to reflect the same normalizing tendencies; at least I would like to think so.

Of course you get into the business of the public perception of politicians. The 12 MPPs here have all campaigned and they know what it is to be told: "You are nothing but a so-and-so, a crook. You are robbing the province blind. You are doing this; you are doing that."

It has been a long tradition on the part of many people to regard elected officials as something of an organized conspiracy against the commonwealth of the common man. That is something which, certainly as a student of history, I can appreciate and I know everyone here can at least understand in part.

To leave this, strictly speaking, to a broadly-based public discussion as to the de-

termination of what should or should not be done with respect to establishing a level of remuneration is, I think, not to give the individuals who, as the member for Scarborough Centre (Mr. Drea) explained so very eloquently the other night, hold a very unique position and a very unique trust their due.

I think any move to subject the position in terms of its remunerative return to a broadly-based public discussion in an election campaign is one about which I would have a great deal of fear and trepidation. Not because of what will be said and done, because I can go on record right now as saying that I'm quite happy with the level of remuneration and I probably can stick to it far longer than most others, and so I want that to be understood. But it's not very fair of me to think in that way and to jeopardize the positions of so many other members whose positions are so very different from mine, and will continue to be for the next few years. But I think to suggest that it should become part of an election campaign would be to introduce, first of all, a plebiscitarian aspect to a parliamentary system which is a foreign interjection.

In my part of eastern Ontario I'm happy to tell my constituents that I am paid \$22,500, and it's \$26,000 of their dollars in real terms; and that's something that I'm not ashamed to tell them either or to put on the record here tonight. I think that's interesting.

I wasn't too sure at the point of my election just how this whole operation worked and I chuckle when I see the business of the \$15,000 plus the \$7,500 expense allowance. Even those people in the academic community that I know, who have had some cause to investigate some of this in a general sort of way, think that represents the expense allowance that we've got, and little do they realize that it really is just part of the general salary, it's a kind of a compromise. And there's a hypocrisy in that, clearly.

Mr. Deans: It was true until recently.

Mr. Morrow: Mr. Chairman, if I may interject; that part on the allowances for a member was at one time very true and it's only just since this board was established that it became otherwise.

Mr. Conway: Exactly, but that's something that a lot of people aren't aware of.

In justifying the situation I've got to point out that, really, the salary, as it presently stands, in real dollars, is roughly \$25,500 to \$26,000; so to that extent we are already involved in the kind of operation which is, I

think, less than honest. Now that, granted, is a recent change.

There's the business, obviously, about remuneration and service. I'm perfectly willing to say to anyone that in a parliamentary society, I suppose, they have the right to pay elected officials whatever they so choose. And if people decide, in a plebiscite or whatever, to do as I think many would happily do, pay them 10 cents, fine, so be it. But I am saying—and I suspect I know what that will do—you pay somebody a dime to do a job that has full-time consequences, you are going to find that the service and/or the recruitment is commensurate with that.

I suppose my feeling is simply that it really does concern me what happens in all of this, because there is the tendency to make it an issue about which we all know you can raise emotions quickly and very highly. I'm particularly embarrassed in my own position because of what I now realize is the position of so many of my colleagues of all parties and it's something about which I have a great deal of concern.

It is something, in summarizing, that I'd like to see normalized, and I'd like to see it done in as honourable and honest a way as is possible. I think the suggestion that has been made that this should be put in the hands of an independent commission, which is certainly one way of normalizing it, is one that I would have no hesitation in supporting at all.

Mr. Chairman: Thank you, Mr. Conway. Mr. Swart?

Mr. Swart: Mr. Chairman, I'm going to be totally non-partisan. If I wasn't going to be, I would make two comments to Mr. Gregory. The first would be that he should have done a little research into the period of time when the Tory government over the years have made their increases in remuneration; it was always made just after an election, not ever before an election.

Mr. Chairman: Would you please direct your comments to the Chair.
[8:45]

Mr. Swart: I am going to get into some recommendations, but the second comment which I think is fair to make is that if politics has been interjected into this issue it was interjected by the Premier of this province (Mr. Davis) in a most unscrupulous way when he accused two of my colleagues of trying to increase salaries in the Camp commission, when they were only talking about the techniques of increase and couldn't have increased it there at all, and brought it up in the Legislature.

Mr. Laughren: Cheap Bill.

Mr. Swart: I wanted to say that I believe the objective of having an independent commission determining the remuneration to members of Parliament is to a very large extent a myth. It doesn't matter whether you appoint an independent commission to examine and make recommendations, in the end result the House is going to have to pass it and it's the politicians who are going to have to decide on their own salaries.

There may be a lot of merit with regard to an independent commission making investigations, but in the end result it is going to have to be done by the House. I feel very strongly that the most non-partisan politicians' organization that we have here is in fact the Board of Internal Economy. Certainly from my very limited observation it seems to have worked more in a non-partisan manner than any other group.

Mr. Singer: Even more than the NDP?

Mr. Swart: I used the word "non-partisan", if I had said "objective" I would have referred to my own party. Whether there is an independent commission or whether there isn't an independent commission, the recommendation should come through the Board of Internal Economy to the Legislature. I think they should deal with the matter of remuneration when any plans are set up for consideration of it, because it is all-party and it deals with a sensitive issue, perhaps as far as you can remove it from party considerations. Therefore, I make that strong recommendation to the Board of Internal Economy or to the Camp commission, whichever is going to be dealing with that.

There has been reference made here, I guess by all parties, to the need for having good representation in the House; and all of us would have a bit of bias in this. We all agree in principle. I hear some arguments put forward that we should pay a good remuneration so that we get the best people. Then the converse of that is if you pay too much you get people who are only interested in the salary.

Somehow or other you have to find the happy medium. I really believe that what we do have to find in the matter of remuneration to the members is the happy medium. But I think we would all agree that it is important in this House to have people representative of all sections of the community.

The one group we don't have adequately represented in the House in any party is what you might call the working class, the people

who work for wages and salary. We need more of them here. They bring a viewpoint that is needed in this House. People who have never worked in a plant or don't know what it is to live on an income of \$10,000 or \$12,000 a year just can't legislate knowledgeably for those people.

Perhaps one reason they don't run for office is not so much the remuneration as the fact they are afraid to leave their jobs because they will be out of work if they are defeated. Believe me, to a person who is on \$10,000 or \$12,000 or \$15,000 per year and doesn't have a profession, that is a real deterrent. So I suggest to the board that it should give some consideration to some proposal for legislation so at least they are guaranteed some right of return, for a period of time, to the jobs which they hold when they are elected.

There are many companies in this province which, once a person is elected to a full-time public office, will say: "You are finished on the job"; or "We give you one year"; or "Maybe we'll give you one term", even if that term happens to be only one year under a minority government. I think it is important that you give those people who are in that lower-income group and can make a real contribution to this Legislature some security so that they feel if they are elected here and are defeated they are not going to be without employment.

It is all very well for somebody to say there are professional people and others who come in here who have a substantial reduction in their salary and this is true, there is no doubt many people do. But they aren't hurt nearly as badly as a person who has to live on a moderate wage or salary and is elected here and then defeated and has no profession to go back to.

I just wanted to make those two points, Mr. Chairman; I think it is the Board of Internal Economy that should make the recommendations—

Mr. Singer: Let us slough off the responsibility.

Mr. Swart: No, I am not saying slough off the responsibility; in fact I am saying the responsibility always ends up in the Legislature, I have said that. You can't have an independent commission; you can have one but it is not going to make the decisions, the Legislature has to make the decisions.

Mr. Singer: Does all the NDP believe what Cassidy has been saying?

Mr. Chairman: Order, please.

Mr. Swart: I would think—yes, there is nothing contradictory in what we are saying.

Mr. Singer: And that's what Lewis says.

Mr. Swart: We want an independent assessment but it should come through the Board of Internal Economy.

Second, I just want to reiterate the point there should be some legislation to give some security to people who run for public office that they have a position to go back to if they are defeated.

Mr. Singer: That's your official position?

Mr. Swart: That's my official position. I say it is not contrary to that of the NDP.

Interjections.

Mr. Chairman: Order, please.

Mr. Swart: Some people are so conscious of the contradictions within their own group they really don't understand how any other group can have a uniform policy.

Mr. Chairman: Does that complete your remarks, Mr. Swart?

The next member will be Mr. Grossman::

Mr. Grossman: I don't want to talk about salaries and I wouldn't want to interrupt the very orderly flow of this discussion. If anyone wants to continue upon this ludicrous vein, I will stand down for a moment.

Mr. Chairman: That is all I had on my list.

Mr. Grossman: Oh, good. Let us not give an opening where none exists.

Interjections.

Mr. Chairman: Order, please, Mr. Grossman has the floor.

Mr. Grossman: You're kidding.

Although I am sitting in Mr. Drea's customary spot, I will, as the Premier (Mr. Davis) always says, not be controversial or provocative. I wanted to clarify, if I could, some misunderstanding that our caucus office has on the global budget that it receives. It is apparently questioned rather regularly by Mr. Fleming's office, and I don't know what the answer is except that our caucus office is rather concerned about the continuing flow of questions. It was their impression that their global budget could be used to buy books, party girls—or matchboxes if they wished.

Mr. Breithaupt: Or all three.

Mr. Grossman: Or all three indeed, if they weren't too expensive. I think our caucus office would like to know the answer to that.

Mr. Deans: I think I understand what Mr. Grossman is referring to. There is a problem that goes a little beyond the very obvious problem. How do you put it delicately?

Mr. Grossman: You have done an excellent job all day, Mr. Deans.

Mr. Deans: I have tried very hard.

Mr. Grossman: Indeed, you could be a Tory cabinet minister, you are so good at it.

Mr. Deans: I have been insulted so often I am beginning not to notice.

Mr. Grossman: It's a compliment.

Mr. Deans: The problem as the board saw it was that at the current rate of expenditures, taking into consideration all of the moneys available to the Conservative caucus, it appears to be spending at a rate which would not allow it to get a full fiscal year out of its total budget.

Last year the Board of Internal Economy, recognizing the drastic reduction in the numbers of members in the Conservative caucus, voted the caucus additional funds in order to allow it to meet its deficit. We did that because we didn't think it would be proper, given that an election intervened, that the caucus should be required to move as rapidly as it might otherwise have had to move towards the reduction of its staff and its expenditures. The movement has been somewhat slower than we had anticipated in terms of the reduction. By the calculations that were given to us, we understand that there is the distinct possibility that the Conservative caucus may well not have sufficient funds to cover its year-long expenditures under the present structure.

The board's staff, the staff of the office, is therefore monitoring, not only the Conservative caucus expenditures but the expenditures of all of the caucuses in an effort to do two things: First of all to try to ensure for the caucus itself, for its own benefit, that it not run out of funds in nine months. I think that's fair. You may not want us to do that, and if you don't want us to do it then we need guidance.

In addition to that, they are trying to determine whether the appropriations we agreed to place within the estimates are sufficient for your purposes. We can't make a difference

between the caucuses in this way. We can't vote one caucus, for example, \$10,000 per member and another caucus \$7,000 per member, simply because one caucus chooses to spend less than another.

The reason there is some question being asked at the moment is simply because we are frankly concerned that, come September, October or November, the Conservative caucus might find itself in a position of being without funds and having more staff and more obligations than its capacity to pay.

You may tell me: "Deans, I don't want you to do that. I want you to let me spend my money as I please. I want you to let me spend it at the rate that suits me, and in November when we have no money, we will then go and float a loan or take responsibility on ourselves."

I want to give you the example that comes to my mind. In 1967, when I was first elected, I came into a caucus that had insufficient funds available to it, based on an old formula long ago discarded. As a member of that 1967 group, I was required to sign a bank note in order to cover the deficit. I don't want your members in that same position; I don't want to put any members in that position. That's why I agreed with Jim Breithaupt and with others to vote a larger sum of money to the Conservative caucus last year than they rightfully were entitled to, and that's why we're monitoring the expenditures. It's that simple.

[9:00]

Mr. Grossman: Let me, right off the top, acknowledge that the board did that, and that it got us out of a difficult bind. I don't know that there was any fault on the part of the caucus or what.

Mr. Deans: I'm not blaming anyone.

Mr. Grossman: No, no.

Mr. Deans: I'm saying it was because of the election and the reduction in numbers, and I'm not trying to blame anyone.

Mr. Grossman: There are not many jobs for former Tory researchers.

Mr. Deans: No, nor anyone else.

Mr. Grossman: Job vacancies are difficult for that group.

Mr. Deans: I agree, I agree.

Mrs. Campbell: Surely that can't be true.

Mr. Deans: It not only may not be true, it's irrelevant. In fact it doesn't speak to the point.

Mr. Grossman: I'll try to keep as relevant as I can.

Mr. Deans: I'm not being critical. I don't want to get into a hassle.

Mr. Grossman: Nor was I when I complimented you upon your likeness to a Tory cabinet minister.

Mr. Singer: Which one are you going to have, Ian?

Mr. Deans: I've already been offered a few. I've turned them all down.

Mr. Singer: Really? Good; but you should grab one.

Mr. Deans: I don't need them, thanks.

Mr. Grossman: It's one for one. They want to trade me for—

Mr. Deans: I'd rather fight fires.

Mr. Grossman: I think that point is well taken. I think something is getting lost, perhaps, in the procedure that may be followed.

Mr. Deans: Maybe the procedure is wrong.

Mr. Grossman: Yes. I don't say this from first hand knowledge, I want to acknowledge that right away, but I have heard loud and continuing complaints from our caucus office that the continued questioning is taking up a lot of their time. I wonder if perhaps the board—I don't want an answer now, I just put it to you—that perhaps the board, either through one of our representatives on the board—

Mr. Deans: You've only one.

Mr. Grossman: Oh sorry; yes, you're right. Well perhaps the entire board might take the matter up directly themselves in a general way once and for all with our caucus. I don't think you should just let us go—

Mr. Breithaupt: Mr. Chairman, I—

Mr. Deans: Let me respond to that, first. I think it would be entirely appropriate if your caucus officers, whoever they are, wanted to appear before the Board of Internal Economy and to raise those matters. But I want to ask you fairly, do you understand—I think you do understand—the rationale we're faced with?

Mr. Grossman: Let me make it clear. If we had a deficit, I know we'd come and ask you for the money.

Mr. Deans: I know, and we're in a bind over it. We can't be forever put in the posi-

tion of having to pick up deficits, because it really can't be justified.

Mr. Grossman: Oh, yes.

Mr. Deans: So if the staff of the assembly office appear to be picayune or somewhat unreasonable, it may be only because they're acting on what they believe are their instructions; if not expressed instructions certainly the intent of the board members.

Mr. Grossman: I don't question the motives, it's the execution.

Mr. Deans: I would like to say, as I said earlier today, that I think there are matters that are of concern to all of the caucuses individually and collectively, and which the board members should become familiar with at first hand. I would be happy to do one of two things; either to recommend to my colleagues that we meet with your caucus in your caucus room, or that your caucus choose from among yourselves a group who are capable of making the points to appear before the board.

Mr. Grossman: That's fine. I think it's the difference between a bank manager calling regularly and saying: "Hey, your overdraft's a little big"—

Mr. Deans: I know, fair enough.

Mr. Grossman: —and someone calling daily.

Mr. Breithaupt: Mr. Chairman, I just want to add my comments to those Mr. Deans has made. Through the deliberation on these estimates it has been somewhat difficult for him and I to necessarily speak on behalf of the board. I'm sure we would have hoped that one or several of the three cabinet ministers on the board could have attended to share in the concerns that have been brought forward.

It is difficult, in that both of us are opposition party members, to particularly have to attempt to justify certain operations in dealing with comments from the government caucus. But I think we have tried openly to review the situation, and certainly from my experience I would confirm what Mr. Deans has said; that is that the operations that have been brought to our attention by the staff of the legislative assembly office have been solely in an attempt to remind the government caucus, really, that the rate of their spending of funds and the various decisions they have made with respect to their operation might mean that they run the risk of

running out of funds by a certain time before the end of the financial year.

We are certainly not in a position to judge the validity or the use of moneys which a caucus chooses to spend, and indeed I repeat that it is somewhat awkward for the two of us here tonight to represent, perhaps as evenly as we should wish, the input we have received from the government caucus and from the other members of the board. But what we are trying to say is that the approach we have attempted to take in the resolution of the financial problems within the government caucus, occasioned because of a change in membership, and the need to deal fairly with people who had been support staff and to attempt to sort out commitments that had been entered into, was done hoping to benefit a circumstance which could be easily repeated for either of the other two parties of course.

This is the reason we have done as we have done. Any monitoring that has gone on has been in an attempt to encourage a review of financial obligations and to bring in the views of the administrative staff on the constant obligation they feel to advise that certain things that might be committed for, or that have not been attended to, may bring some severe difficulties. I simply wanted to reinforce the comments Mr. Deans has made, because I am the only one who can.

Mr. Grossman: Thank you. I think that is a fair explanation of the reason for it. It is much like a bank manager watching the flow of an account because he knows the customer is going to come back to him, regardless of what the customer said, if he is in difficulty. On the other hand, the telephone calls or whatever from the bank manager should not become oppressive and picayune.

Mr. Deans: There is a strange thing about it all. It would be very easy to sit as the NDP representative on the board and say I don't care. It would be easy to do that. It would be easier to do that than it would be to honestly care about it. Just say let them spend; in November they will have no money. It would be easier to do that than it would be to sit and try to respond. But that just doesn't strike me as the way you do it.

And I think you are probably right, maybe the approach has to be changed. Maybe we've got to try to fully understand what the problems are. Maybe we don't at this point, because we tend, like everyone, to be pre-occupied with the job of a member and the board position is really an added burden. That

is about all it is, an added burden. It doesn't present anything other than a cup of coffee, a stale cookie and a lot of headaches.

Mr. Grossman: Again, I understand the motive but it's the execution.

Mr. Breithaupt: Not necessarily in that order.

Mr. Grossman: I also think, on behalf of my colleagues who aren't here right now, and perhaps some of my colleagues on the other side of the House who have been through the exercise, I just wouldn't want the session to finish here without expressing the opinion that general frustration abounds. I think a lot of it is working out some of the new systems that are in effect and so on, but I think it should be said that the Mr. Conway incident of the other night, and some of the other incidents that have occurred over the last few months, have left us in a situation where a lot of members have got the feeling that the Office of the Assembly at some times exists in, by and for itself.

I don't say this is the case. This is the feeling. This is the perception that a lot of members have. That the problem and the whole point of the office is to keep track of equipment, rather than to look after members and at the same time do the best job possible in looking after the equipment necessary to look after the members.

I read the transcript the other night. I was here the other night, and I read the transcript later—I guess last Tuesday night—and I know there were some very good points made about the difficulty the assembly office has in being heard over the—

Interjections.

Mr. Deans: It's the kind of respect that you normally—

Interjections.

Mr. Grossman: Pardon me for talking while you are interrupting.

I think the transcript the other night accurately reflected the problem, and that is that a lot of the staff and the organization—which I understand is new and so on—is very concerned about keeping track of equipment. That's part of their job, but I suggest to you it's more difficult to look after constituents and more important than it is to look after equipment.

I just think the opinion should be expressed here, the perception that a lot of members feel—I won't presume to speak for

all members, but a lot of members—that someone is doing us a favour when we get a piece of equipment.

I perfectly understand the job of both the Office of the Assembly and the Board of Internal Economy. I guess our complaint is that they are doing too good a job. No one here is suggesting they are not doing a good job in certain aspects, Heaven forbid. This is not meant as criticism of the general policy, only the attitude as it is perceived by the members.

It is not something, really, I suggest to all of the members of the board and the office, that is a matter for debate. You are not going to convince this member and a lot of members that we don't have that perception so I state that perception as a fact. That's the way it is striking us. I don't think too many days more should pass here when we say: "That so-and-so is doing me a favour." Or: "I felt like a worm going in and asking for such and such." Or: "It is a Catch-22 situation, and what are you going to do about it?" Those words are just taken for granted around the building these days.

Maybe that was the case in 1967, or in 1955 when one of my predecessors first got here, I don't know. I just know that for Mr. Conway to service his constituents, if in his judgement—which is valued by his constituents because they sent them here—if he thinks that he needs a portable machine to go see his constituents, I think his constituents are more concerned with the fact that he be equipped than the fact he may lose a \$400 item. I don't think they will get all that uptight about it.

And I'm happy to say that for the public. I don't think the public is all that uptight about making sure that a little ticket on the machine he took fingers him as the culprit.

Again, I don't think it really calls for heated debate or discussion. I just wanted to state, on behalf of some members anyway, the perception that we feel. I really think the office should take some note of how the members feel and do what it can to make a real effort to let us think—maybe you are just fooling us—but let us think that you are there to serve us and keep track of equipment while you do it. Because no one is going to call the board before here and say: "You are lousy administrators because you lost a couple of pieces of equipment."

I'm not too concerned about what is in Frank Drea's office. I don't think the board should be overly-concerned about it or the office. I think you should be more concerned

about seeing that Sean Conway is well equipped, and that I don't feel like you're doing me a favour if I ask you to do something for me.

Mr. Deans: Your point is recorded, and I'm sure that everyone listened to it.

Mr. Chairman: Thank you. Mr. Drea.
[9:15]

Mr. Drea: I wonder if I could come back to something that Mr. Deans raised in kind of a tentative way this afternoon.

You were mentioning this afternoon, and you raised a bit tonight, some of the difficulties that you and—let's take the four of you, not the three cabinet ministers; there are four private members, aren't there?

Mr. Deans: No, there are actually only three.

Mr. Breithaupt: There are three private members, along with Mr. Speaker, and the three cabinet ministers.

Mr. Drea: What does Mr. Speaker do?

Mr. Deans: He is designated as the chairman.

Mr. Drea: So, in effect, he casts the deciding vote. Does he attend?

Mr. Deans: Not only does he attend, but he rules with an iron fist. I'm going to tell you, if he ruled in the Legislature as he rules in the board, Mrs. Campbell would not have gotten away with that question today.

Mrs. Campbell: Yes, but Cassidy wouldn't have gotten away with that claptrap either.

Mr. Deans: Well fair ball. You said it, not I.

Mrs. Campbell: And you wouldn't say it.

Mr. Deans: I would say it. Listen, I said it there too. I do hope that book they sent over had pictures.

Mr. Drea: So the Speaker is chairman.

Mr. Chairman: Any further—

Mr. Drea: Well, I'm just waiting for the domestic quarrel here to end.

Interjections.

Mr. Deans: Oh dear; and there have been very few people any less partisan than I've been.

Mr. Drea: Yes well, in your spirit of un-partisanship — non-partisan, less partisan or

whatever — you raised one point tonight that this was an additional burden. I can understand from that you had to sit here all day and you've got other work to do.

Mr. Deans: I don't mean this meeting's an additional—

Mr. Drea: No, no, but the board; all the other things.

Mr. Deans: Yes, of course, it's an additional job, yes.

Mr. Drea: A burden, all right. I was raising with you this afternoon and you were proposing; or not proposing but you were throwing out some tentative things that maybe the time really had come to take a look at the structure of the board.

Mr. Deans: Of course it has.

Mr. Drea: I just wonder, in the light of all the things that have arisen, if perhaps it isn't really time to take a fundamental look; that maybe it should just be composed of members, maybe it should be not composed as rigidly, with as rigid a structure. I realize that the Speaker is the titular head of it, but it seems to me there are certain difficulties for the Speaker, taking into account the traditional role of the Speaker, in having us, as members, ask for more money or to ask for more equipment. I'm beginning to wonder if perhaps that's not at the root of it.

Mr. Deans: It's not what? I'm sorry.

Mr. Drea: If it's not at the root of some of the frustration and some of the appearances and some of the impressions and so forth.

Mr. Deans: I don't know how you answer that. It's entirely possible that all of those things contribute to the sense of uneasiness that members feel. I don't doubt for a moment that what Mr. Grossman said is in fact a reflection of certain opinions. I don't deny that at all.

When I spoke of a restructured board, the only reason I raised it was because I can understand, having sat on the board now for some time, the difficulty that the cabinet minister has in making the transition from dealing with government policy one minute to coming to deal with things which ostensibly are non-partisan in nature and intended to meet the needs of the private member. So it seemed to me, as I thought about it, that it would make sense to consider restructuring the board to make it more representative of the back bench and having cabinet representation, because cabinet ministers also have

responsibilities to constituencies, but somewhat less weighted in favour of the cabinet.

I'm saying that, understanding this; that while the history of Ontario doesn't lend one to believe that governments will change frequently, you've got to do it on the basis of no matter who the government is, if it were the will of the public that some other party govern then the same kind of rules should prevail.

I'm not saying it because it's you or somebody else. I think we could have cabinet representation on the board. The board could elect its own chairman, if need be, it doesn't matter. The Speaker is a suitable person to be on the board because the Speaker's office and the role of the Speaker is such that the more he is involved in non-partisan activity, the more non-partisan he is, if that makes sense to you. The more he is involved in non-partisan discussion, the more he is involved in the discussion of the needs of members and the needs of members as they affect the constituent service, the more non-partisan his attitude becomes toward the Legislature and toward his role. So that the Speaker could remain there as far as I can see.

Maybe these are the kinds of discussions that could go back to various caucuses for general debate; and if caucus positions came forward we could bring them to the Legislature by way of amendment to the Act, that would make a lot of sense.

What we should be striving for is a two-way discussion. The board views us only as individuals—the board and the caucuses, the members of the Legislature. What is best for the members is what the board should be striving to achieve. It must be embarrassing, it must be very embarrassing for a cabinet minister to be faced in his own ministry with cutbacks or restrictions in expenditure, and then come before the Board of Internal Economy or to come to the Board of Internal Economy and to sit down and discuss expenses and expenditures which may well, expressed as a percentage of current expenditures, be considerably higher than they themselves are allocated.

It must be difficult for the Chairman of Management Board, having sat through all the various meetings with the cabinet in determining what the appropriate government expenditure levels ought to be, to come and try to divorce himself or herself, whatever the case may be, from those dealings and sit down and deal separately and apart with the matters of the members of the Legislature.

I think we could restructure it. I think the restructuring could take place reasonably, sensibly, sensitively, and we wouldn't have any difficulty with it. If any of the caucuses have views on it, or if the caucuses collectively have views on it, or if any members have views on it then we should hear them.

Mr. Breithaupt: One of the concerns, of course, that faces us all as members of the Legislature, is that this is really the first emanation of government that has ever had opposition involvement. The other boards and decision-making areas have been entirely supportive of the government and have been members thereof. By order in council, both Mr. Deans and I are appointed as members of this particular board. The board does not have a quorum if a minister of the Crown is not present. Other than that, we are set up in a new approach to attempt to deal with the responses within the Legislature.

Certainly, again as we have now operated for a number of months we are in a position of reviewing this kind of make-up. Indeed it may well be, for example, that for all intents and purposes the membership on the board should be three government members and two from each of the opposition parties or whatever. The chairmanship need not necessarily be Mr. Speaker. But, as it has worked out in the past—in the immediate past—having the Speaker there to be responsible for the operation of the Office of the Legislative Assembly and responsible to all members who are not necessarily represented by political context but just as members, he indeed should have an input. His chairmanship, of course, is something which I would say has certainly proven most satisfactory to me in my experience on the board.

Mr. Deans: One other thought crosses my mind about it. When it becomes general knowledge that the Board of Internal Economy operates as an independent body on behalf of the members and on behalf of the Legislature, then of course the responsibility for any decisions made by that board and the responsibility for any expenditures, authorized by or recommended by the board, will then rightfully fall upon all of the members. It removes from the government the very delicate problem of dealing with expenses of members of the Legislature. It doesn't remove it from the Legislature but it no longer becomes an initiative of government; rather it becomes an initiative of the Legislature through its own board.

I happen to think that when we get to that day, and I think it's pretty close, we'll

have accomplished the ultimate goal of an independent Legislature and the government will no longer have to be answerable publicly for the Legislature's operation. The government, as we all know, is somewhat separate from the Legislature itself. I think that's what we're striving for; at least I hope that's what we're striving for.

Mr. Drea: That was the whole thrust of Camp, all the way through. It was to try and do the difficult job of separating the Legislature from government in day-to-day political activity and what have you. The very difficult job of getting everybody to wear two hats, one when you were a member as a member; and the other when you were doing your normal things. Could you answer one thing?

Mr. Deans: Yes, I'll try to.

Mr. Drea: Just out of curiosity. Despite the fact that the board is relatively young, it has gone through two Parliaments. It was set up in the last one.

Mr. Deans: Yes; it's gone through part of one and now it's in effect.

Mr. Drea: There was no trouble with it last year. There wasn't this uproar last year. It's not just Mr. Conway. We could probably keep this going for a week or a month with some of the fears you had voiced today. There are, 124 of us; there's one who wouldn't come in. I presume the Speaker wouldn't come in. We could keep this going for a long time. You must have some feelings on this.

Mr. Deans: First of all, the board was really—

Mr. Cassidy: You didn't provoke us, did you?

Mr. Deans: Maybe we did; who knows? Sometimes I get the impression that some people think we did.

I think, first of all, the board really operated only for that period from about late December or early January, 1975, until the election. During that period the board was both learning its role and dealing with matters which were somewhat non-controversial in nature.

Nothing of any real controversy came before the board. Mark you, there were difficulties. There were problems of expenditure; problems of allocation of funds. Arguments took place and members felt aggrieved; questions were raised about expenses and the

method of reporting expenses and all other kinds of matters which are still around.

I think one of the answers, Mr. Drea, is this: Many of the complaints but not all of them which we're getting at the moment centre around, on the one hand the expenditure of the government caucus fund which we dealt with prior to your coming, I think—maybe you were here; I guess you heard it—and the matter of the constituency offices. Many of those complaints—not all of them, so I don't want somebody jumping down my throat—many of the complaints have come from members who were elected in the September, 1975, election.

They came from differing backgrounds and perhaps expected more from the Legislature than those of us who had been here for awhile were accustomed to. That's not critical; that's just a fact. I think many came in and thought there would be a little different level of service, a little different level of benefit and whatever in terms of their capacity to do their job.

Most of us have come through the period when you shared an office with five others and you were one of five or six who had a secretary among you and all of those things. We're kind of tickled with the much better circumstances we found ourselves in. We realized they were not nearly adequate but, given the period of time involved, we were sure, as a result of the board's operations and because of the way the board was functioning we would be able to come to grips with those things and to solve them and to get them straightened away.

[9:30]

The difficulty, of course, is that of priority. Certain people might have felt that one thing had a priority over another. Immediately after the election, of course, one of the immediate priorities was the determination of an adequate funding arrangement for the caucuses, because of the changes. That took some time.

One of the others was, of course, the decision on the matter of the constituency offices. That came very hard on the heels of the other decision. So that we were dealing daily, or as often as we met, and even when we weren't meeting, we were dealing with some very important and fairly large concerns. We really didn't get down to dealing with some of the individual concerns of some of the individual members. That may be inexcusable; that's entirely possible. But it may also be human and I've a feeling somewhere along the way that one of the difficulties was a communication breakdown.

I think we've found the way to solve the communication breakdown. We have made certain commitments to deal somewhat differently with the concerns that have been raised by many, if not all, of the members. We've committed the staff to a somewhat different approach. We're going to review the procedures, and direction has been given. We hope to meet with the caucuses for the purpose of determining what we have to do in order to meet the legitimate objectives of the members. I think we've come a long way.

Mr. Drea: Does it disturb you that the members here are, or have been, dealing with the Board of Internal Economy and its staff in exactly the same fashion that they have traditionally had to air their grievances or their feelings against a ministry? And the board was set up to avoid all of this.

Mr. Deans: I want you to know that the concerns that you're expressing here today, could have been expressed to the board in a form other than this.

Mr. Drea: Where?

Mr. Deans: Right at the board.

Mr. Drea: Did you ever write me a letter telling me?

Mr. Deans: Did you ever write one to me telling me you had a problem?

Mr. Drea: I took it through my member—

Mr. Deans: No, no, you're asking if I ever wrote.

Mr. Drea: I'm talking about the board as a whole. I'm not asking you to write me a letter.

Mr. Deans: I'm speaking at this point I think—

Mr. Drea: We are talking about a communication. Has there ever been a communication that the board meets and that people are welcome to come? Would you please give us a couple of days notice so it can be on the agenda? Has there ever been one like that?

Mr. Deans: Not to my knowledge.

Mr. Breithaupt: I would say that that has not taken place. It would be my expectation that if there were particular concerns within my own caucus, the members, knowing that I was a member of the board, would approach me and attempt to have them resolved. If I was unsuccessful, they would then proceed to the board, perhaps. Again, now that we've been several months in operation, particularly with the responsibility of the

constituency office development, there have been concerns expressed over these last several days that certain members have had.

I think it's fair to say that some of the concerns can now be dealt with, quite promptly I hope. If there has been a lack of communication then perhaps it has been the responsibility of the members representing the caucuses as such on the board—that they have not actively canvassed their own members to find out if there were particular concerns. I should think, though, if those concerns are brought before us as members or even brought before this situation in the estimates this evening—which of course is always a time in which members can express their own particular matters, and quite properly so—that there will certainly be a serious attempt to try to resolve them.

Mr. Drea: Yes, but the reason members always bring things before estimates is because they don't have, normally, an avenue into the particular ministry.

Mr. Breithaupt: In this circumstance, where this is the one exception that has opposition members involved and a government private member involved, that opportunity, I suggest, should be encouraged by a direct relationship with the representative on the board. It may not be good enough, but I would hope it could develop.

Mr. Drea: I don't want you to be defensive about this. Every time I raise the thing here I get the queasy feeling that everybody starts getting defensive.

Mr. Breithaupt: This is because, naturally enough, everyone who is on the board isn't here.

Mr. Drea: Okay, people haven't been here. People have been here all the way through. Whether it's Mr. Snow and Mr. Auld the other night, whether it's Mr. Morrow, whether it's Mr. Deans, whether it's you—every time I try to raise something—I am not asking you to be defensive. I think you do a good job.

Mr. Breithaupt: And I share your concern, of course.

Mr. Deans: That's your own opinion.

Mr. Breithaupt: Thank you.

Mr. Drea: But the traditional role of the private member in having to obtain information has to be done through a very structured forum like this because there is really no other way.

Mr. Deans: Okay, well, I, in order that—

Mr. Drea: What concerns me is that the estimates on this one should be the smoothest of all.

Mr. Breithaupt: Fair enough.

Mr. Drea: They should go through because everybody knows everything about it. If there has been any difficulty or any more information that had to be elicited, it should have been done over a 12-month period.

Mr. Breithaupt: Agreed.

Mr. Drea: I just don't think there is much of a future for the board in the role it wants to play where it's not just an administrative body. For the first time it is defining the Legislature as a separate entity, and if it is going to come to this every year—

Mr. Breithaupt: I think you are quite correct.

Mr. Deans: I want to tell you something. Defensive I am not. Offensive, as Mr. Gregory will tell you, I am occasionally. But that is beside the point.

Mr. Breithaupt: Only occasionally.

Mr. Deans: But I am not defending anything. Everything we have done, we have done because we thought it was in the best interests of the people involved. Anything we haven't done, we haven't done because we didn't know about it.

How you communicate to the board is initially through your member on the board. That is how my caucus communicates with the board and as you can tell, they are absolutely satisfied with their representation.

Mr. Breithaupt: I think they have no complaints.

Mr. Deans: I want to ask you—this is the first full set of estimates that we have really had. I'm not particularly keen on this forum. It's not that I don't like the opportunity to discuss things, it is just simply that I am eager that this board and the members should work together to provide better service, rather than work at odds with each other.

If I could ask, Mr. Chairman, are we close to the last?

Mr. Drea: I just have a couple of general questions, if you wouldn't mind answering them.

Mr. Deans: No, I would be glad to. I have tried to answer them.

Mr. Breithaupt: We will certainly try.

Mr. Drea: Tell me, as to the actual amount of funds—every one of these down here; not the Office of the Clerk perhaps, but every one of the items in vote 201—who determines that estimate? Is this the board?

Mr. Deans: The board, no. What happened was this. As you know, in each case, there are people who are responsible for each amount. We had the individual responsible or a group of individuals responsible for those expenditures, come before the board with their estimates for their particular operation. They explained to the board in minute detail why they needed those numbers of dollars and the board, in many instances, in its collective wisdom, whatever the hell that is, decided that either that was an appropriate sum or that some other sum ought to appear in the estimate book.

We did that with the Office of the Speaker, with the Office of the Clerk, with the chief electoral officer, the Hansard staff, the sessional requirements, the members' indemnity, the members' support services—there were budgets submitted by each individual caucus. Those budgets were gone over by the board with the caucus representative explaining the reasoning for the expenditures that were asked for.

Mr. Breithaupt: I might add on that point that those expenditures, having been brought forward separately by the three caucuses, were then resolved in a common multiplication figure. That would provide a balance within what was necessary from the point of view of the caucus and what they could live with. Everyone was treated equally on the unconditional payments and the research payments that went through that scheme.

Mr. Deans: In other words, what happened was as happens in every other case. The people who were charged with the responsibility of spending and administering the money appeared before the board and attempted to justify it. The board heard the justification, had work done on some of the estimates to determine the validity of some of the expenditures, and then authorized the printing of that particular estimate.

Mr. Drea: What about the legislative library?

Mr. Deans: There was a budget presented for the legislative library; we reviewed that budget. There was a request, as I recall, for additional staff. We made an analysis of the staff requirements of the library, together with what we considered to be an adequate

expenditure level for this current year—all expenses taken into account—and we allocated that sum of money which was somewhat, though not terribly, different from the sum originally requested.

Mr. Drea: And only roughly \$43,000 for books in a library estimate of somewhere around \$268,000?

Mr. Deans: We were not required to suggest that they add more. We assumed that the librarian who prepared the budget was in a position to make an adequate judgement with regard to whether or not that sum of money would be sufficient to maintain the library at the level that we had been accustomed to having it maintained. We made the judgement on that basis.

Mr. Breithaupt: In a situation like that with respect to new purchases, for example, the library automatically receives many items from the provincial authorities and also as a depository library for the government of Canada, so that the purchases and the attempt at a specialization on more legislative matters than a general library, set the tone upon which these funds were required by the librarian. As I recall, while there were some additional staff persons that were not approved at this time, there was no attempt in any way to cut back on the requirements for necessary purchases or other general support that the librarian thought was required for the operation.

Mr. Drea: Have you received a copy of Miss Wagg's letter?

Mr. Breithaupt: Miss Wagg's recent letter, yes, which deals with the inability to provide full services to the average citizen or constituent of the province.

Mr. Drea: Oh, I am aware of that; I just asked you if you received that letter.

Mr. Deans: Well, we received the letter but that was not a matter before us at the time we dealt with the estimate.

Mr. Drea: To get to the point. If someone wants to come in from the outside—if I recall the tenor of the letter—would you please be courteous enough, because of our new regulations, to give them a note saying that it is all right for them to go in? This is quite a change in the operation.

Mr. Breithaupt: Except I would say that it is my understanding that the library no longer is the equivalent of the central provincial library because of increased public availability in other areas, and because of the

increased library development on specific items that the various ministries have.

It is my understanding that the library is basically a service to the members and does not attempt to be a provincial source of all information. Therefore, presumably with the staff available, the library is to attempt to resolve the problems and concerns of the members, but also of course to provide a certain amount of public availability, especially for those persons dealing with the interests that the library has resources to provide.

Mr. Drea: I don't think the library was ever regarded, at least in my time, as a central depository of provincial information. It may have been for lawyers, but—

Mr. Breithaupt: Years ago, years ago, but it has grown from that to more particularly a members' service. I think that's the intention now, as I understand it.

Mrs. Campbell: Mr. Chairman, could I take a minute on this one point? This is what we thought it was supposed to be, but when you read the letter, it seems to me that we are invited to use some other library. I guess they are too overstaffed with people using it.

Mr. Deans: I think the reverse was the intent.

Mr. Breithaupt: I didn't quite take it as that. I think members all realize there might be a call on the resources, particularly from students at the University of Toronto or whatever, that the library, in its staff and in its purpose, might not be able to openly welcome. However, if there were students dealing with particular areas of political background or whatever it might be within the function of the library, they would be welcomed with at least some attempt to cut back on some of these services which were not otherwise being used by the members. That is the way I took the tenor of the letter which, as other members did I am sure, I received a day or so ago.

[9:45]

Mr. Drea: All I want to be sure about is the answer to that. I wondered, with the relatively low budget for the library, whether the library had come in and asked for funds.

Mr. Deans: No. That was in keeping with their request.

Mr. Drea: Yes. That is what—

Mr. Deans: Yes, that is the way it was.

Mr. Drea: It is a rather low amount for a library of that size.

Mr. Breithaupt: It is. The only thing I recall, as I have mentioned, is I believe there was a request for either four or five staff positions. As I recall, two or three of them were approved with acceptance by the librarian that that would be, if not satisfactory, at least accepted for the time being.

I don't recall that there was any change made in any of the requests for purchases or anything else the librarian thought was particularly necessary to keep the library in a satisfactory current position, particularly in the areas which it serves.

Mr. Drea: Just one last question—does an organization like the Commission on Election Contributions and Expenses, when it comes in—

Mr. Deans: I'm sorry?

Mr. Drea: The Commission on Election Contributions and Expenses—they are in here?

Mr. Deans: Yes.

Mr. Drea: When they come in I presume you are in the position of almost accepting their budget?

Mr. Deans: No.

Mr. Drea: How does the board get input into the Commission on Election Contributions and expenses?

Mr. Deans: It's not a matter of input. It's a matter of going over the budget with them; comparing their budget requirements this year with last; comparing the salary levels paid with other salary levels; comparing any renewed leases—which they didn't have as I recall; any extraordinary expenditures they may have had; checking to make sure the expenses they are asking for are legitimate expenses in their own jurisdiction.

We had Mr. Wishart and his staff before the board and we spent a morning, as I recall, with him having seen the budget, going over the budgetary requests he made.

Mr. Drea: I would have thought some of these are pretty open-ended such as—well, constituency offices are obviously open-ended. You have no control over that, really.

Mr. Deans: We have control to the extent that we set guidelines.

Mr. Breithaupt: We have to provide a multiplication of a basic figure.

Mr. Drea: But that is open-ended.

Mr. Deans: Some are fairly simple; you just multiply by the right number. The trick is to know what the right number is.

Mr. Breithaupt: We have set out, therefore, a maximum figure which of course, may **not all be used.**

Mr. Drea: I wouldn't think it would be.

Mr. Breithaupt: No, I wouldn't think so.

Mr. Drea: I wouldn't think it would be, but then Hansard is presumably pretty open-ended. Hansard is required and Hansard is done.

Mr. Breithaupt: Yes.

Mr. Deans: Yes.

Mr. Breithaupt: So you put in an educated guess, for example—

Mr. Drea: And you have no real control because you don't know how long the session is going to go.

Mr. Breithaupt: Or select committees or whatever it may be. That is up to Mr. Brannan and his staff to give a judgement upon.

Mrs. Campbell: There's no change in programme.

Mr. Deans: As I recall, they would have put in their budget expenses for renovation or for any new facilities. They would explain in their budget what those new facilities or expenditures would be; why they were doing what they were doing and what they were doing, in fact. For example, the new sound system was part of an expenditure of last year as I recall—

Mrs. Campbell: You got rooked.

Mr. Deans: No. I am not suggesting it is any good, but then I didn't install it personally. We simply paid for it.

Mr. Drea: Why isn't it any good?

Mr. Deans: Why isn't it any good? I haven't the faintest idea.

Mr. Drea: Somebody had to approve the appropriation or the tender or the quality—

Mr. Deans: Yes, but whether or not you approve the appropriation or tender it doesn't guarantee that you are going to know that the thing is going to work exactly as you anticipate it will after you have approved it.

Mr. Drea: No, but I don't think that thing works even as reasonably poorly as anyone could have anticipated.

Mr. Deans: It is about as bad as it's possible to contemplate anything being. It was a matter of considerable worry and it was made very clear that we were quite dissatisfied with the quality of the sound and the capacity of the members and those in the gallery to hear. Work is currently under way and, as you know, there were many tests being conducted and it is hoped—

Mr. Drea: Is that going to be paid for under the original appropriation; or are there additional installations?

Mr. Deans: As I recall, it was a tender and the tender amount wasn't varied. The work has to be done to the satisfaction of the Hansard executive administrator before the people who did it are off the hook.

Mr. Breithaupt: And I might add that certainly if the members of the Legislature were concerned about the quality of recording and the difficulties of sound, they were no more concerned than Mr. Braman and the Hansard people were who wanted to ensure that—

Mr. Drea: No, no. The thing wasn't put in to make us more soundable, it was put in there for the benefit of more accurate recording.

Mr. Breithaupt: And members will know that there have been some additional microphones. One sees this oblong situation that is in a number of places in the chamber in their attempt to do the job that we require of them.

Mr. Deans: One of the difficulties, incidentally—it was incidental but it was a factor—was that of course because of the seating arrangement, there had to be new arrangements made to provide for additional speakers and additional microphones and additional leads and nobody can really tell just how permanent that is.

Mr. Drea: Well, you just take the desk and the microphone, you disconnect the wires and you move the desk over to the side.

Mr. Deans: Yes, it sounds very simple, but it doesn't seem to work that way. I agree, that's what I would have thought but it doesn't seem to work quite that way.

Mr. Drea: You do it in your house when you move the stereo.

Mr. Deans: Yes, but it may be just a wee bit different. Marginally, but a wee bit. Anyway, I can assure you, it's being looked at.

Mr. Chairman: For the information of the members, the order is: Mr. Cunningham, Mr. McCague, Mrs. Campbell, Mr. Gregory.

Mr. Cunningham: Mr. Chairman, not to undermine the function of this committee, but from my understanding as a new member that each caucus has delegated an individual to sit on the board on our behalf, my understanding is that Mr. Deans is the member for the NDP, Mr. Breithaupt for our party and I guess the House leader for the government.

Mrs. Campbell: Mr. Morrow is the member for the government.

Mr. Cunningham: Oh, I'm very sorry. Well, the basis of my confusion here would be that I've heard very little from our party and very little from the opposition party on this subject because from my understanding these discussions are taken up in caucus, as I suppose they should be. I'm just wondering what necessitates Mr. Drea to spend the amount of time that we have discussing things like—

Mr. Drea: Mr. Conway and Mrs. Campbell—

Mr. Cunningham: —things like libraries and what not. I'm just wondering whether this is not discussed in your party as it is in ours, not to breach the confidentiality of my caucus, but these kinds of things are discussed. I'm just wondering what would necessitate such a discussion here at this time.

Mr. Drea: Because I'm curious.

Mr. Chairman: I might say, Mr. Cunningham, that these items are in the Office of the Assembly and that's the reason the members have an opportunity to ask down here.

Mr. Drea: I can't tie down Mr. Morrow as to where the library is going to be next year; he can't tell me that.

Mr. Chairman: Is there anything further, Mr. Cunningham?

Mr. Cunningham: No, that's fine.

Mr. McCague: Since Mr. Deans has already admitted or said it's the new members who seem to be raising most of the questions, I'll carry on in that vein.

Mr. Deans: That wasn't a criticism; it seemed to be a fact, that's all.

Mr. McCague: Well, I'm not positive on this point of whether it's lack of information or not, but one incident concerns the living

allowance of \$3,000. I don't think I was informed exactly of how that works, and how it works is something like you said; that you can have a suite for a couple of weeks and blow the whole works if you like, but I, as a new member couldn't have done that because my expenses were apportioned from the day I came until the end of the fiscal year, so many days and \$3,000. I don't think that's unfair, I just don't think we were warned of that. Secondly, I think that if it's on the basis of so much a month, then I should only be allowed so much a month.

Mr. Deans: Well it's difficult though, Mr. McCague, to do that. The reason for that is that while the year is 12 months long, the session isn't and therefore it makes sense that you be allowed to spend the money in whatever quantity you see as being necessary, when you need it. If you're eager to make a case, and I'm not suggesting you are, but if you think that a case can be made for the allowance to be somewhat other than \$3,000 because you're not able to accommodate yourself over the full year or over the period of time you feel you have to be here on \$3,000, then I want you to know that is a concern that has been expressed by more than one member.

We asked, not too long ago, that a comparative study be done of apartment rates in Metropolitan Toronto, in the area that you might consider to be somewhat immediately adjacent to the legislative building, within reasonable access of the legislative building. That was done partially, and I believe there's still work being done on that, if I'm not mistaken. If need be, we'll make recommendations to the government to change the Act. That's a condition, though, of the Legislative Assembly Act.

Mr. McCague: That really isn't the point I was making.

Mr. Deans: I'm sorry.

Mr. McCague: I'm sorry if I am incorrect, but I don't believe that I was informed that from Sept. 18 until the end of March I had so much a day to spend rather than \$3,000. The reason I'm asking that question is, and everybody's aware of my other request, which I won't repeat—

Mrs. Campbell: Say it again.

Mr. McCague: —but if I happen to win that argument and I get permission on July 1 to spend up to a figure, what is that figure going to be? Is it going to be \$3,600, or is

it going to be an amount apportioned by month? Just for my information.

Mr. Deans: It will be pro-rated.

Mr. McCague: Thank you.

Mr. Drea: How can that be? He's got it for the whole year.

Mr. Deans: No, it will be pro-rated for this reason. I stand to be corrected, but my understanding is that it would be pro-rated for this reason, that anything that you would undertake by way of an obligation—in other words, if it were to be a lease; in the case you're talking about it would not be a lease, but in many instances we're talking about someone signing a lease for a certain period of time, usually for a year at a time—it's necessary that the lease not exceed the amounts of the allowance. So if you entered into some arrangement part way through the year, you would still only be allowed to spend, on a monthly basis, the amount which you would normally be able to spend over an entire calendar year.

Mr. Drea: Would that be the same on pay for the riding secretary?

Mr. Deans: It would be the same on riding secretaries, yes. That's my understanding.

Mr. Drea: I've never seen it put that way. I figure it's per annum; \$9,000 for the year, and the accommodation would be such and such in a week.

Mr. Deans: Let me go back a bit on it. In the case of the riding secretary, you're not entering into an agreement. The riding secretary is to be paid a certain sum of money for whatever services are to be rendered.

Mr. Drea: And not to exceed.

Mr. Deans: And it cannot be more than that. So, therefore, that wouldn't matter. But in the case of things which would either be contracted for or leased, that is done on a pro-rata basis in order to fall within the overall expenditure allotment. In the case that you're raising it is possible, in fact very likely, that it would be a month-to-month arrangement. You see, we have to make a different arrangement in any event, so I think if you could leave that until we look at it, it's something we haven't yet come to an understanding on.

Mr. McCague: Then could I ask that the members be well informed of whatever rulings you come out with?

Mr. Deans: Yes, we'll do that on the rulings. There's one thing that does bother me, though. I may be wrong, but I don't see it as a responsibility of the Board of Internal Economy to inform each and every member as he or she is elected of the various benefits which flow to the member. I see that more as a caucus responsibility. The caucus should make sure the members are oriented—is that the word? Or orientated, is that the better word?—properly, so that they're informed of where everything is and how to get the things that are rightfully theirs. I see that more as a responsibility of the individual caucuses than I do as a responsibility of the Board of Internal Economy. The board need only tell the caucus, the caucus then surely would accept the responsibility of informing its own members.

[10:00]

Mr. McCague: Maybe it would be proper then for your staff to inform our caucuses.

Mr. Deans: All right. Fine. You see, the thing about the caucus is that there's a certain sense, I suppose, that there is an automatic exchange because the caucuses have representatives on the board. I think we are now beginning to understand that that isn't necessarily so.

Mr. Chairman: For the information of the committee, I understand the House has adjourned. We are of course sitting concurrently with the House; however, it was agreed earlier that we would complete these estimates tonight, so I still have two or three on the list if it's all right with the committee to continue until we have finished.

Mr. Cassidy: Mr. Chairman, that was agreed at 8 o'clock.

Mr. Chairman: It was agreed this afternoon.

Mr. Drea: Was it?

Mrs. Campbell: Yes.

Mr. Drea: That we finish tonight?

Mr. Chairman: Yes.

Mr. Cassidy: Quite possibly we can finish tonight even though we don't have an agreement.

Mrs. Campbell: We agreed that we would try to finish tonight.

Mr. Drea: That we would try!

Mr. Deans: In fact, as I recall the discussion, some members felt that we could even

have the Ministry of Government Services standing by, because we might be finished up early.

Mr. Chairman: That's right.

Mr. Deans: The implication at least was that we would certainly be finished by 10:30, although it was possible we might be finished before that.

Mr. Chairman: Mrs. Campbell?

Mrs. Campbell: Yes, there are one or two points which I'd like to make; one is with reference to Hansard and the position of the board. I would think the board must have been aware, through its various caucuses, of the very real feeling on behalf of a great many members, that they would like to see an extension of the use of Hansard to all committees.

Mr. Deans: Oh, yes.

Mrs. Campbell: It is a fact, of course, that this is before the select committee. But what is the role of the board—having in mind that this is a very moot point with many members, I would say—in making some kind of stab at the provision of something more than the service we actually now have? It does seem to me again, if this is an independent body aware of this thinking, that there ought to have been at least some expression of a thrust in the estimates themselves, and yet I take it that that is not covered by the estimates. What is actually covered by the estimates is the actual use now.

Mr. Deans: Your last point is quite correct. We're dealing with Hansard as it is at the moment. The board has not dealt with the matter of the extension of the Hansard into other than those committees to which it is currently available. The jurisdiction of the board in that regard has neither been sought nor challenged, so I can't tell you whether the board would deal with it at some point. If you want it dealt with, I would like to suggest that it is a matter that should be brought to the board by your representative; we could certainly then seek out the jurisdiction and determine whether or not we could do it. It is obvious that many people, including myself, have argued strong and long for the inclusion.

Mr. Breithaupt: I think this matter certainly does concern many people in all of the caucuses, and this instance of reviewing that particular circumstance, especially now that we've had a few months to see some of the

inadequacies, is something that the board must put its attention to immediately.

Mr. Deans: No—soon.

Mrs. Campbell: I just wondered if the select committee, shall we say, were to say loud and clear in dealing with the Camp recommendations for committees that it is the opinion of the committee, and I am not committing it because it hasn't said that, that all committee work should be covered by Hansard, I presume then that would go to you. It wouldn't?

Mr. Deans: No. The select committee report would go to the Legislature.

Mrs. Campbell: I am aware it would go to the Legislature but if it is adopted by the Legislature—

Mr. Deans: If the Legislature adopts it, then it would come to us.

Mr. Breithaupt: It would go to us to implement it. If the House decided it wanted Hansard at seven events at once, it would be our obligation to attend to that and of course to make sure that the funds were available to do whatever was wanted.

Mrs. Campbell: It just seemed to me that if you were concerned with the assembly there ought to be some opportunity, and perhaps that will work down the road later—as you get more used to your function.

Mr. Breithaupt: We hope so.

Mrs. Campbell: It would occur to me that that would be something you yourself could discuss while awaiting the select committee and have some kind of provision in the estimates, in the event that that should be the recommendation of the committee because I know you must be forewarned, and at least a number of people feel this way about it.

Mr. Breithaupt: And we are mindful of the fact that the committee structure in this session may be much different from the committee structure in future, especially as the commission on the Legislature had recommended quite a change in committee involvement and structure, and I am sure the select committee now is reviewing that to see whether that is acceptable or some other situation is wanted.

Obviously, if that other situation, whatever it may be, is decided upon with respect to the number of standing committees or the overall operation, then it will be up to us to respond, I should expect through supplementary estimates, to ensure that the wishes of the Legis-

Mrs. Campbell: Then may I follow through later are met so that the staffing and functioning of the necessary support services for those committees is clearly a priority of the Legislature.

with the same sort of comment with reference to the press clipping service? Have you thought about this presumably as a service to members? Is it functioning where it is? How much use is made of it; may I ask that?

Mr. Breithaupt: I think Mr. Fleming could provide us with some information in that, as I recall, there was a report made to the board as to the use of the clipping service. Many members were not using the service. Some members were using it to an exceptionally high level. As I recall, there were several who were receiving many hundreds of clippings on almost every subject.

The comment, as I recall, was made that perhaps they could be asked if that is what their real wish was and had they ever thought that the volume of information might or might not be required and would they reconsider what their needs were, not in the attempt in any way to deny those needs but just to ensure that that service which was provided to accommodate the members was being practically used and was satisfying their requirements. If the requirements were such individually that they wished clippings on 100 subjects, shall we say, then that is what must be provided.

Mr. Deans: Can I just add to that for a moment? One of the problems with the press clipping service was that members, particularly opposition members, although it probably happened with certain government members too, would have responsibilities and those responsibilities change over the years. They may have been responsible for Consumer and Commercial Relations, then they became responsible for the Solicitor General, then they became responsible for Labour, and on and on and on.

When they started out they went to press clippings and said, "I would like to have everything that you can clip for me on Consumer and Commercial Relations." Then when they had their portfolio responsibility changed, they said, "Could you now send me everything for the Solicitor General?" After five or six years, without ever saying, "Don't bother sending me the other stuff," they were getting brown paper envelopes crammed full of press clippings that just simply ended up in the garbage. So, it really didn't make a lot of sense.

The other comment I want to make is that it was the desire of the administrative

office, and I think of the board—I say “I think” of the board because I am not positive about that—that the press clipping service really ought to be associated with the library rather than as a separate operation, and that it perhaps should be located within the library facility. The only problem we have at the moment is lack of space, and as you know we can’t talk about space here tonight because that is under Government Services.

Mrs. Campbell: We already have.

Mr. Deans: I know we have, but I am just saying to you that was the problem.

Mrs. Campbell: I just wondered if, for instance, the new members even knew the service existed?

Mr. Deans: Again, that’s the responsibility of the various caucuses.

Mrs. Campbell: But has there been a decline in the use?

Mr. Deans: There has been a reduction in the number of pieces of paper produced and sent out, though I suspect there has been no decline in the actual use.

Mr. Breithaupt: Much of the change—

Mr. Deans: If that makes sense to you.

Mr. Breithaupt: If a change has occurred it has been because I think many of the ministries are now developing their own particular interest in clippings and in publications peculiar to their own needs. So the demand on the service seems to have shifted from a general use by the government to one that is more particularly used by the private members. I think there is a shift in the use which may, as a result, have meant somewhat of a diminution from the past total.

Mrs. Campbell: I guess what I was really trying to get at was whether or not the fact that it was moved indicated that less people were using it.

Mr. Deans: No.

Mr. Breithaupt: Not to my knowledge.

Mrs. Campbell: Lastly, what figure do you have here for the acquisition of new books for the library?

Mr. Deans: Mr. Drea—

Mr. Breithaupt: I think Mr. Drea raised that figure.

Mrs. Campbell: He raised a figure but I just want to know—

Mr. Drea: I’ve just got a global figure here.

Mrs. Campbell: That was it. I don’t think that was an accurate one for simply the purchase of new books and periodicals.

Mr. Drea: That seems to be the only item—

Mr. Deans: We didn’t get an actual figure broken down for the purchase of books. The figures for supplies and equipment includes the purchase of books. So, we can’t tell what portion is for books.

Mr. Breithaupt: I might say that figure was not tampered with or changed in any way by the board. That was the figure provided by the librarian as I recall, as to whatever the needs were to keep up the great number of periodicals and newspapers that are required. There was no attempt, that I remember, to sit in judgement on the fact as to whether that was enough or not. That was the figure brought forward and it was approved.

Mrs. Campbell: Would it surprise you that the librarian made the statement to us that there was last year \$11,000 provided for the purchase of new books? For a library of this kind I find that just ridiculous. And you don’t know?

Mr. Deans: No, I do know. I am sorry, I just got the figure.

Mrs. Campbell: Oh, you do.

Mr. Deans: I want to make something clear to you about that. We don’t set the figure. The librarian sets the figure. If the librarian is unhappy with the \$11,000 figure, then, damn it, the librarian should have asked for more.

Mrs. Campbell: I am not being critical of you. I want to just ask—

Mr. Deans: No, I am just being critical of the librarian complaining.

Mrs. Campbell: No, no, wait a minute.

Mr. Deans: Oh, she is not?

Mr. Drea: The librarian isn’t complaining.
[10:15]

Mrs. Campbell: No, no, wait a minute. She didn’t complain. She merely, in answer to a question as to last year’s budget, gave that as her figure.

Mr. Deans: I’ll tell you what that is.

Mrs. Campbell: I would take it that perhaps the figure is no more because she wanted to get the staff that she needed. She didn't figure, perhaps, that she could get both.

Mr. Deans: It's very difficult to peer into the mind of someone to decide why they chose one over and against another. But the librarian this year requested \$19,200 for newspapers and periodicals and \$11,000 for books. I must say to you that if the librarian had asked for \$15,000 for books or for \$20,000 for books, it is entirely possible, very likely, that the librarian would have gotten \$15,000 or \$20,000.

Mrs. Campbell: It answers my question. In other words, there is no probing by you on behalf of the members as to whether what is before you is in the nature of a service to members. You are simply acting as a budget committee of one kind or another. I find that really very sad, because I had thought you would be functioning as a creative body concerned with services to members.

Mr. Breithaupt: All we could say is that this is the first time these estimates have come before us, and now that we are particularly aware of the select committee's views and what they will also add as to the needs—

Mrs. Campbell: Don't say it is the select committee's views. I'm saying that people have discussed this, and it is in Hansard. I will tell you what the views of the committee were.

Mr. Breithaupt: If the additional information, or now that we have perhaps resolved some concerns, if this develops to allow us to look more deeply into these items to make sure that the members are adequately served, then we would be, I think, as a board, more than happy to ensure that any of the requirements that the members have, particularly in legislative services, are immediately attended to.

Mrs. Campbell: I just haven't found time or opportunity to read all the volumes on the expenses of the civil war which are in that library. I have found interesting—

Mr. Cassidy: The American Civil War?

Mrs. Campbell: The American Civil War, yes. I would find it more interesting to catch up with something that is more current.

Mr. Deans: Again, this goes back to the members. Please don't expect the Board of Internal Economy to review every single

operation; or at least don't expect us to have had time to review every operation to determine the suitability of that operation to meet the needs of the members. What we have to do is to have some confidence in the people who are administering the various operations that come within the jurisdiction of the board. If Miss Wagg, in her professional capacity, thought that was what she needed, then who was I, a simple, lowly member to question her?

Mr. Chairman: Mr. Gregory?

Mr. Gregory: I'll try to be nice. I don't want to make anybody angry again.

Mr. Deans: Don't worry about it. It's almost bedtime anyway.

Mr. Gregory: That's right. So I will ask a very short question—but I can't guarantee the answer will be short. I don't know whether this would come under members' support service or caucus support services. Again, I haven't the experience from the previous House, so what I'm curious about is an amount shown for caucus support services. I assume that is for, or I'm given to understand that is for the opposition party and for the third party. There are no funds available for the government caucus office, that is to say the back-benchers. Now I'm also given to understand that they are all—

Mr. Deans: Please stop; you're wrong. It's all there.

Mr. Gregory: There are funds available for—

Mr. Deans: The allotment is made to each caucus on the exact same basis, bar one.

Mr. Gregory: Can I go on. You've answered that question. How about the research funds?

Mr. Deans: There is no provision in the Act for research funds for the government caucus.

Mr. Gregory: Possibly I could ask the three members who sit on the Board of Internal Economy; what would be your position if we requested funds for research for the government caucus office? Especially you, Mr. Deans, since I'm sure you can be quick to remind us that the role of the government back-bencher has changed somewhat from what it was; and Mr. Cassidy has done so as well.

Mr. Deans: Oh my mind has changed, it changes daily. That's what Mr. Roy pointed out.

Mr. Gregory: I am given to understand the role of the government back-bencher has changed because they are required to participate more and consequently might need more information. What would be your position, and I would like the opinions of the other two as well, on the request for research funds for the government caucus office?

Mr. Deans: Oh I think if the government caucus is eager to have research they should place that matter before the board, and it will be discussed at the appropriate time.

Mr. Gregory: So you wouldn't care to give me your opinion.

Mr. Deans: Not at the moment, I will be eager to review it if it is placed before the board.

Mr. Gregory: Could I ask the same question, ladies and gentlemen?

Mr. Morrow: Mr. Chairman, I would say to the hon. member that I am in favour of it. It requires, though, an amendment to the Act in order to obtain it; that would be the first thing that would have to be done. It's in the Act now for the opposition parties, but there is nothing in the Act for the government party.

Mrs. Campbell: For obvious reasons.

Mr. Gregory: You would support a change in the Act.

Mr. Morrow: Right.

Mr. Chairman: Mr. Breithaupt.

Mr. Breithaupt: In my caucus we have concerns with respect to the provision of those additional funds, because there is first of all, as part of the unconditional grant, a figure of \$5,500 per member; and in the moneys provided to the government caucus the cabinet ministers of course are included, so that that figure is multiplied by 51 in total. It has been our view that because of the additional assistance and staff that exist to serve the particular needs of each minister, we have been of the opinion they would not be calling upon the caucus services as such, and therefore funds for research could logically be considered to be made available, at least by proportion, from that overall figure.

We have now had brought before us in the Board of Internal Economy, a request by the government caucus for a provision of research funds as such, multiplied by the number of private members. Initially, that would have involved 14 members; but also we now must consider including the parliamentary assistants, so that would total 24.

This matter is being reviewed by the board, but I must say in this circumstance that in the absence of further explanation and development we are of an opinion, in our caucus, that the need for additional research funds is not accepted when these other moneys have already been made available in the multiplication of the basic unconditional grant times the total members of the government caucus. We are not as yet convinced that the additional funds should be provided when certain other funds have already been made available under the unconditional grant, which funds we believe are not called upon in the same light by the cabinet minister to which those figures are referable. However, as Mr. Deans has said, it is to come before the board again and will be further discussed.

Mr. Gregory: Yes, the matter is before the board now, Mr. Breithaupt, but you don't care to say what your particular opinion is. I mean you have said it.

Mr. Breithaupt: I have given you my opinion, I am certainly far from being convinced, but we will see what further information there is.

Mr. Gregory: Mr. Deans was aware that it is before the board as well.

Mr. Deans: The matter came before the board but no decision was reached.

Mr. Gregory: I see, but you wouldn't care to comment.

Mr. Deans: No, I am not in a position to comment at the moment. I have been giving some serious consideration to it. I haven't taken a position in opposition to it. I have taken a position that in a very general sense I consider it appropriate that all members have access to research. How that's worked out at this point is something that I am not yet clear about.

Mr. B. Newman: Who are the members?

Mr. Deans: Who are the members?

Mr. B. Newman: Yes, I mean are the parliamentary assistants included?

Mr. Deans: Obviously, Mr. Newman, that is one of the details, isn't it? As I say, my own personal view of it is that I think members of the Legislature should have access to research.

Interjections.

Mr. Deans: The reason I am not prepared to commit myself is because I don't want either to raise your hopes improperly, or, for

that matter, make you feel that it isn't a matter of concern that is going to be dealt with. At this stage it simply isn't clear. I don't know what the outcome will be of the discussion that we will have at the next board meeting.

Mr. Gregory: But if it were designed primarily for private members rather than private members and parliamentary assistants, you would be more inclined to support it. Am I correct?

Mr. Deans: I would be more inclined to look at it.

Mr. Morrow: I might say that my position on the caucus was that I insisted that parliamentary assistants be included, so the number would be 14 plus 10, or 24. I was looking after the interests of the hon. member from Scarborough in particular.

Mr. Breithaupt: Mr. Chairman, I want it clearly understood that in our point of view it is not necessarily the case of denying the funds for research as such. It is questioning the provision of the other funds which we think could be equivalently used to provide the resources which are clearly the interest of the members that have spoken on it.

Mr. Morrow: I think it is a fair statement to make. There is a difference of opinion on the board at the present time—

Mr. Gregory: I got that impression.

Mr. Morrow: —coming from the three caucuses. It hasn't been resolved.

Mr. Gregory: If it was granted, you might have satisfied the gentleman from the other side who said my research wasn't complete. Maybe this would help it to become so.

Mr. Deans: It is not a matter of the research being incomplete. It is the use to which it is put.

Mr. Chairman: I will ask the committee: Shall item 13, vote 201 carry? Carried.

Vote 201 agreed to.

Mr. Chairman: That completes the estimates of the Office of the Assembly. I would remind the committee that on Tuesday, at 8 p.m. we will commence the estimates of the Ministry of Government Services.

The committee adjourned at 10:30 p.m.

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Ontario. Legislative Assembly



Legislature of Ontario Debates

SUPPLY COMMITTEE — 1

ESTIMATES, MINISTRY OF HOUSING

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Friday, April 30, 1976

Speaker: Honourable Russell Daniel Rowe
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

FRIDAY, APRIL 30, 1976

The committee met at 11:15 a.m. in committee room No. 1.

ESTIMATES, MINISTRY OF HOUSING (continued)

Mr. Chairman. The committee will come to order.

On vote 2001:

Mr. Chairman: Item 1. Is there any discussion on item 1? Carried.

Mr. Hall: Wait a minute. As I understand it, vote 2001, including other things covers the new area of the chief hearing officer of the Niagara Escarpment development control. It's shown here on page three as Mr. Jamieson. Correct?

Hon. Mr. Rhodes: Right.

Mr. Hall: I've recently heard of a situation concerning notice, or the lack thereof, being given of a decision that was rendered. By way of explanation, the property adjoining it had a 30 ft frontage strip of land which led 300 ft back into an acreage of some 26 or 28 acres.

The system employed is that when a decision is rendered about a development control permit, notice is given to those people who live within 400 ft adjacent to the affected property. However, the source of information is the assessment rolls. Such assessment rolls can be as much as three or four months in arrears and, therefore, capable of error. The notice does not go to the municipal address but to the name of a person on the assessment roll.

In the particular situation I am referring to, the owner had sold. He must have got notice of the decision. The post office must have forwarded it to him somewhere. The new purchaser did not get the notice of the decision and did not have any knowledge of his right to appeal within 14 days of such decision. So it brings into question the method of providing proper notice to make

certain that the right people get such notice. At the present time, it is not working.

Hon. Mr. Rhodes: Excuse me just a moment, Mr. Chairman, I don't at all fault the comments the hon. member is making, but, with respect, he is referring to the activities of the commission as opposed to the hearing officer, the appeals officer. The activities of the commission do not fall within this ministry. The hearing officer for appeals does. The activities that would follow what you are relating wouldn't fall within this ministry in the way the activities of the appeals officer would.

Mr. Hall: It's a very fine line.

Hon. Mr. Rhodes: It's not a fine line at all.

Mr. Hall: This person, by reason of lack of notice, has lost his right to appeal.

Hon. Mr. Rhodes: I am not challenging at all what the hon. member is saying. If those are the circumstances certainly he has a point. I am simply saying, as far as this ministry is concerned our responsibility there is confined to the appeal officer and the decisions made by the appeal officer, Mr. Jamieson. What you are referring to are the actions of the commission itself which deals with the initial application and either turns down or approves and notifies the applicant and the applicant then appeals to the appeals officer. That is where we become involved at that time. This would be dealt with now by the Provincial Secretary for Resources Development.

Mr. Hall: With respect, the appeal system has to permit appeals and therefore notice has to be given. This will turn into an appeal if the people could ever get the right notice. It would be an appeal against the decision that was made.

Hon. Mr. Rhodes: You are probably correct as far as the semantics are concerned, but I am saying to you that we have nothing to do with the activities of the Niagara Escarpment Commission, until such

time as an appeal has been heard by the appeals officer and his finding then passed on to the ministry. It is only then that we become involved to look at the decision as made by the appeals officer, which is well beyond the time you have been talking about.

Mr. Hall: The house may be built in the meantime, however.

Hon. Mr. Rhodes: With respect again—and we're going to respect each other to death here—I think we're both right. The matter you are talking about should be dealt with by the Provincial Secretary for Resources Development.

Mr. Hall: What does the appeals officer do when a person has lost his normal right of appeal by reason of another mistake? Whom does he then appeal to?

Hon. Mr. Rhodes: I would suggest he would have to go back to the Niagara Escarpment Commission and bring this matter before the chairman and members of that commission. The appeal officer does not have an opportunity to deal with the matter until such time as he has received a request for an appeal.

Mr. Hall: This fellow would very much like to make such a request.

Hon. Mr. Rhodes: You suggested to me that he has gone beyond his time limit for whatever good or bad reasons you have related.

Mr. Hall: It's terrible.

Hon. Mr. Rhodes: Well pick an adjective. I think what he should do is go back to the commission.

Mr. Hall: Certainly I will pass that on for now, with the assurance that I'm sure you will offer me, that if it does reflect back to this area, we will be able to discuss it later.

Hon. Mr. Rhodes: Oh, certainly.

Mr. Chairman: Mr. Cassidy, followed by Mrs. Campbell.

Mr. Cassidy: I have a couple of questions which relate to the main office and basically relate to the things the minister did not say in his opening statement. I didn't find it sort of ideal, even though it was a lot better than previous ministers have put forward.

Can the minister say how many housing starts he forecasts or what the target of the ministry is for housing starts in the province

this year, and to what income groups will those new homes be directed?

Hon. Mr. Rhodes: I am not forecasting any particular number. I think I have related here since I have been in this ministry, and in my previous portfolio, that I don't want to get into the numbers game, I'm not going to make any predictions or guesses, because that is really all they are, educated or otherwise. I'm not going to make any predictions. I am just satisfied to go on and build as many houses and have as many starts as we possibly can. So I will give you no numbers.

Mr. Cassidy: All right. Given that you do not intend to have any numbers—in other words we could have 10,000 housing starts this year, we probably have had them by now so you're safe—could the minister say what redistribution of housing between different income groups he would hope to achieve this year? That is, out of the total of housing starts—whether it's 60,000, 75,000 or 90,000—what proportion would the ministry hope will go to varying income groups in the province?

Hon. Mr. Rhodes: I don't know whether I can answer that or not, Mr. Cassidy. Again, I'm looking at what hopefully will be our ability to provide certain numbers of units through our own programmes which will be directed primarily at the low and moderate income brackets. I don't know whether I can give you a figure or not; or whether or not someone among the experts here can give a percentage figure; I doubt that very much.

Mr. Cassidy: I see Mr. Crosbie shaking his head, and no affirmative response from further down the line. Does the ministry know, if you took the housing starts from last year, what proportion of housing starts in the province—of the new homes built in the province—were accessible to people, say earning less than \$15,000; earning \$15,000 or \$20,000; and what proportion was directed to the higher income groups earning \$20,000 or more?

Hon. Mr. Rhodes: I can't answer that and I don't know whether anyone else can. All of the sales figures would not be available.

Mr. Cassidy: Without quoting every chapter and verse of your statement, don't you think that if the ministry is going to start to talk about affordability as being the key problem in housing in the latter part of the 1970s, you should have some idea where housing is going right now; who can afford

the housing being built; who's getting the housing being built; and have some clear targets as to who should be getting the housing being built?

Don't you think that it's your responsibility in adopting a social policy for housing—that's certainly what your statement suggests—to set clear targets not just for the ministry's own production and for the starts influenced by the ministry, but for the entire range of housing built in the province? If people earning under \$15,000 or \$16,000 have been shut out of getting housing because of economic conditions over the last three or four years, doesn't the minister think the pent-up demand in the low and modest income ranges should be compensated for by having a higher than normal proportion of starts directed to people in low and modest income groups?

Is it not the case now that most of the housing that will be built in the coming year will be directed to people earning \$20,000 or \$25,000 and more a year?

Hon. Mr. Rhodes: I think there are a number of factors which have to be considered. First of all, if you're talking straight ownership, as I take it you are at this stage as opposed to the total mix of rental and ownership, when I say affordability I think that does not necessarily mean only houses to be built for those who are in that particular income bracket. There's a filtering-down process, I think, by which, if houses are built for and purchased by the higher income bracket, there is a filtering down process of units available on the market, available at lower prices for lower income people.

Certainly, I don't disagree that among the new starts must be those units which will be available for people in those lower brackets. We are hoping that perhaps through the HOME programme we can get into that area as well. For me to say to you what percentage is going to be built for persons in any particular income bracket, I really don't think I could answer that for you. In fact, I know I can't answer that for you, for 1976.

Mr. Cassidy: Two points arise out of that. In the first place, your statement said specifically that it's the price of existing housing which is making the running in terms of the price of new housing. If that's the case, a filtering down process is clearly not working, because according to your experts the price of existing housing is leading rather than lagging. Rather than filtering down, the situa-

tion is that existing housing is being bid up in price and is clearly, therefore, not becoming more accessible to lower income groups as new homes are built.

[11:30]

Hon. Mr. Rhodes: I think that is probably a fair and accurate statement as it relates to the total market.

Mr. Cassidy: Right.

Hon. Mr. Rhodes: But one of the areas on which I have some question about statistics is when I see the figures saying the average price of a unit in any particular community is X number of dollars. I would much rather see a breakdown of those figures to indicate if one, two, or three homes of \$200,000 plus are sold. If it is put all into the mix it can have quite an effect in bringing up that average price. I would like to be able to get my hands on figures, and I think we are going to be able to produce them, as to the number of units in the much lower bracket.

Mr. Cassidy: Don't ask our research for them. It will take us longer than yours.

Hon. Mr. Rhodes: We are trying to do it too, so obviously we are looking at the same sort of thing. I would like to find out how many of those units are sold between, say, the \$30,000 to \$40,000 price range, and put into the total mix with these high prices.

Mr. Cassidy: I think they will be very useful, Mr. Minister, because I think we are going to have to talk about that kind of thing. It may be that in the existing house price market you're going to have to talk about the larger down payments required. If you really are concerned about affordability, it may be that you need to talk about access to reasonable-cost second mortgages for people in modest income groups. That could have an enormous effect relative to the amount of government money spent, in making older housing affordable or accessible to people who can't meet the price of a new home and can't raise the heavy down payment required to pay up to the mortgages outstanding on an older place.

Hon. Mr. Rhodes: I hesitate to make these next comments because I don't want to have it appear that I'm trying to pass my responsibility off on someone else.

Mr. Cassidy: I was about to do that as a matter of fact.

Hon. Mr. Rhodes: I thought you might, so I thought I would beat you to it. I think I

know what my responsibilities are and I'm prepared to accept them and the criticism that goes with it. However, if we can be successful—and I don't think all three parties disagree on the desirability of having affordable housing—in being able to build in the various areas of this province houses that are good homes but the no-frill type of home, I think we can get a lot more homes on the market in the lower price range with some of the proposed changes.

If we can get some of the changes by municipalities as far as standards are concerned so they will permit smaller houses on substantially smaller lots at higher densities, I think we can get those prices down. Even if the federal programme were to be as successful as we hope, you're still talking there of houses \$30,000 to \$34,000 in price.

Mr. Cassidy: With great respect, though, if you are going to measure success by the fact that this year you managed to get a couple of thousand lots designated on a no-frills basis and next year it is 5,000 and the year after that it is 7,000 or 8,000, it seems to me that is naive. Your own report tells you the benefits of no-frills plotting of lots and that kind of thing may well not be passed on to the ultimate purchasers, if you simply do that and nothing more.

Therefore, it seems to me, you have to begin to be aware of who is getting what is being built; and you have to take an active role in directing and ensuring that housing is being directed to the low and moderate income groups and that they are not being shoved aside by people in higher income groups who will take up some of that housing as well.

Finally, how can we expect municipalities to come forward with housing action plans or housing policy statements which are realistic in terms of the needs of the various income groups in their boundaries if there is no direction or overall sense of policy from the ministry?

Hon. Mr. Rhodes: We want to play with some numbers here. Perhaps I could repeat those I think you are aware of. Looking at the experience under the first-time home buyers grant as to the availability of housing and at what price, the statistics show that across the province in the house price range between \$25,000 and \$34,900, the actual percentage of homes in that area was 21 per cent for all those sold in that range. The accumulated frequency would be 32.4.

Mr. Cassidy: How much?

Hon. Mr. Rhodes: That's 32.4. If you take a look at the income range, in the area of \$12,500 to \$15,000 you are talking about 15.1 per cent actual, 42.7 per cent accumulated.

The highest in that area, as far as income was concerned, was the \$15,000 to \$20,000 income range, which was 29.3 actual, and 72 accumulated frequency.

In the price range of houses, the highest one there was in the price range of \$35,000 to \$44,900, that is an actual of 27.6 and accumulated 60 per cent.

Mr. Cassidy: Okay, perhaps we can talk about that then; 42 per cent of the families on current family income estimates, which is 1976 I would point out, whereas the home buyers plan was in 1975. So you are being a bit misleading there.

Hon. Mr. Rhodes: No, I'm not misleading, I'm giving you the figures I have available.

Mr. Cassidy: Okay, all I'm saying, though, is that if you updated those figures to 1976—and I was using them yesterday and they're very useful I must say—that income group of \$12,500 to \$15,000 was an income group of \$11,000 to \$13,500, more or less, last year.

So last year 42 per cent of the families in the province had an income of below \$13,500. At \$13,500, if you're spending as much as 30 per cent of your income on housing, that's about \$325 to \$350 a month and that means at the very upper end of that income range you can afford maybe a \$30,000 house if you're lucky.

Putting it this way, maybe 20 to 25 per cent of the houses that were bought under the first time home buyers grant were at all accessible to people in the very upper end of the income range, below which 42 per cent of the families in the province lay.

Hon. Mr. Rhodes: Yes, but it also shows, though, in the other figures, the availability of houses in that price range; which I think leads back to what I was saying earlier, that I would like to see a better breakdown of those figures as to what is the total availability of houses in that price range on the total market, as opposed to that average figure, which I think can be misleading when you look at it.

Mr. Cassidy: Okay, but even taking your figures, Mr. Minister, for 42 per cent of the families earning less than \$15,000 a year, there was less than a third of the housing coming under the home buyers grant for under \$35,000. So the groups that needed it most—because we all agree the people earn-

ing under \$15,000 this year can't survive very easily in the private housing market—were specifically the people underprovided for in terms of the benefits of that plan.

Hon. Mr. Rhodes: But, for example, in my opening statement I did mention certain statistics and figures, and we indicated that the bottom third of income was roughly the \$15,000 and less. So if you are looking for figures to match against each other, about a third of the available housing is in the price range where they could conceivably afford to get into the market.

Mr. Cassidy: No, not a third of the available housing; a third of the housing that was bought under the plan.

Hon. Mr. Rhodes: Yes, that's correct.

Mr. Cassidy: Which is certainly not a third of the available housing by any stretch of the imagination.

Hon. Mr. Rhodes: No, I can't say that.

Mr. Cassidy: Okay, let's not go any further. I hope that within six months—if not sooner—Mr. Burkus and his people have come up with a lot of good numbers on this; I'm sure that they're available through Teela, for example, which has a much wider—

Hon. Mr. Rhodes: They don't relate it to income for us.

Mr. Cassidy: Maybe we could ask them to start. They could probably do it much more economically than the ministry.

Hon. Mr. Rhodes: With the housing policy studies we are able to produce some of those figures for you.

Mr. Cassidy: My other question in relation to policy of the ministry, main branch, relates to rent control. I think I'm correct in understanding that the Ministry of Consumer and Commercial Relations runs the programme but the policy is set by the government on recommendation of this ministry. Is that right?

Hon. Mr. Rhodes: No.

Mr. Cassidy: Have you anything to do with it at all?

Hon. Mr. Rhodes: None. They seconded our staff even to run it. The only interest I have in it is as it affects the operations of Ontario Housing.

Mr. Cassidy: You're what's known as the putative father; is that right?

Mrs. Campbell: It's hard to prove.

Hon. Mr. Rhodes: I have to make a comment on that. It is hard to prove who the father is but it's always easy to tell who the mother of it was.

Mrs. Campbell: You're perfectly right.

Mr. Cassidy: Perhaps I can ask, does the minister expect that the rental housing situation will be sorted out by August, 1977, to the point where the pressures for very substantial rent increases will have disappeared?

Hon. Mr. Rhodes: I would have to say, Mr. Cassidy, if one looks at what has been happening in the provision of rental accommodation since 1973, one would have to put a large question mark and be concerned about what sort of rental stock will be available in the province by 1977.

Mr. Cassidy: I would share that view. If that's the case and if rent review is taken off in August, 1977, would it be fair to assume from the minister's reply that we stand in danger of a recommencement of the very rapid and very substantial rent increases that we were having just prior to the election?

Hon. Mr. Rhodes: No. Again, maybe I'm looking at it from a very optimistic point of view, but I believe that rent increases will not take a tremendous upsurge at that time. I think that the experience of the rent review programme from both sides, both from the landlord's point of view and I would think from government's point of view, will indicate that it will find its level. I don't think there will be these huge increases.

Right now, you're still talking about eight per cent and more on increases per annum where rent review decisions have been handed down. I saw some figures recently estimating that increases probably averaged around 11 to 12 per cent. These are what are being allowed by the rent review officers. I'm hopeful that what rental accommodation is built which will not be subject to control—the new stuff and the existing—and that there will not be a great upsurge. It may disappoint you a bit but I don't think it will happen.

Mr. Cassidy: If that's the case, so be it, I would welcome it myself. If, however, the supply of rental housing is not resolved, if in other words the supply doesn't bounce back, and if there comes evidence in the spring of the next year that landlords are asking for very substantial rent increases which are not justified by what we know is happening to costs, does the minister feel that

the rent review programme should then be extended?

Hon. Mr. Rhodes: I don't think I can make any comment at this stage on that. I think one has to wait and see what the experience will be between now and that particular time.

Mr. Cassidy: Do you want to know my prediction.

Hon. Mr. Rhodes: You're going to tell me whether I want to or not.

Mr. Cassidy: This is the scenario: We're heading towards an election on the Thursday around June 13 or June 14, 1977.

Hon. Mr. Rhodes: Oh, excuse me, please note that, June 13, 1977. The NDP has set the election date.

Mr. Cassidy: We usually do.

Mr. Singer: I was wondering about that.

Hon. Mr. Rhodes: Does that ease your mind?

Mr. Singer: Oh, it certainly does.

Mr. Cassidy: We set the election date about seven times in 1971 and about three times in 1975.

Mr. Hall: We've got more experience at setting election dates than you do.

Mrs. Campbell: June 13 is a Monday.

Hon. Mr. Rhodes: You're wrong. June 13 is a Monday.

Mr. Cassidy: Is it?

Mr. Chairman: It will have to be June 16. [11:45]

Mr. Cassidy: Okay, on June 16. The landlords, who have very little political acumen, have been sending their rent increases in apace during the months of April and May to take effect Aug. 1. The Toronto Star is fuming. The New Democrats are fuming. In the inner councils, the Conservative Party, rejuvenated under Roy McMurtry—maybe even John Rhodes, who knows?—is under severe pressure and finally, 11 days before the election, it decided to extend the Rent Review Act, going to its friends in the development industry to say: "Look we had to do it."

Mr. Singer: Who would have thought of that?

Mr. Cassidy: Yes. Anyway I leave that prediction with you, Mr. Chairman.

Hon. Mr. Rhodes: Duly noted.

Mr. Cassidy: Okay. Give it to Roy McMurtry as well so he knows what to do.

Mr. Kerrio: Could we kind of bring this under a vote number?

Mr. Chairman: Mrs. Campbell; followed by Mr. Hall, followed by Mr. Johnson.

Mrs. Campbell: I have just a few questions. One of the things that seems to me—

Interjections.

Mr. Chairman: Order, please.

Hon. Mr. Rhodes: Now I know why Mike picked June; we would have our pensions by then.

Mrs. Campbell: One of the things that seems to become very apparent as I see your programmes is that you are following the line of the old philosophy of the filtering down process. Is that your philosophy—in view of the fact that process and that philosophy I think is about as extinct anywhere else in the world as it could be?

Hon. Mr. Rhodes: No, Mrs. Campbell. That is certainly not the philosophy. I mentioned that as being a factor, it is not a philosophy to be followed.

I think the desirable area certainly is that there would be new housing coming on the market so that people with modest incomes, rather than using low or modest incomes, would be able to go into the market and buy a home. Certainly, the filtering down is only a very small factor in the process of getting houses into the hands of people with lower incomes.

Mrs. Campbell: It just struck me from the figures we have that it would have appeared to have been your thrust last year. I would like to be assured that you are really going to look very closely at the opposite—we could filter up, perhaps, much more readily. The minister made reference to the only part of rent review he is concerned about at the moment—through his ministry, not personally—and that was the matter of OHC rentals. Is there going to be a move by the ministry to equate the OHC formulae across the province? I understand that in Brantford, for instance, in your oldest project there, the people are paying 25 per cent of their income in rent. On top of that they are required to pay—and it seems very exorbitant to me—

\$40 to \$50 every two months in Hydro charges. Why aren't we moving to equalize right across the province, if you are concerned about the removal of rent review from Ontario Housing?

Hon. Mr. Rhodes: Mr. Chairman, I hope we would have a very open and in-depth discussion of that particular topic along with others when we reach the area of the vote which deals with OHC.

Let me say this to you: We have had submissions from the tenants association on proposed changes in the rental scales. We have been working on that matter. We will perhaps have something to discuss with you in some detail when we get to that particular vote. Certainly, what you are suggesting is not something we have not taken hold of and we are starting to work on it quite extensively this time, using some of the material made available by the tenants association.

Mrs. Campbell: In view of the fact that we haven't any target—and I have to tell you I think you are very wise, having looked at the experience of other housing ministers—what are your plans for the increase in the rent supplement programme? Is it a fact that that is only in place in Toronto?

Hon. Mr. Rhodes: No. The rent supplement programme is in place in a number of communities across the province.

Mrs. Campbell: But, again, not in the Brantford area, I understand.

Hon. Mr. Rhodes: Brantford? Yes, it's in place in Brantford as well.

Mrs. Campbell: That's interesting. Well, are you going to extend that programme, pending getting some new housing on the market?

Hon. Mr. Rhodes: I think the rent supplement programme is a good programme. I'd like to see it extended.

Mrs. Campbell: I think it's good too.

Hon. Mr. Rhodes: I think that's an area where we're very interested in seeing this sort of thing. I completely agree with that programme—I said so before—and I'm pleased to see someone like Mayor Cosgrove taking the stand he has. I ally myself with him completely.

Mrs. Campbell: A good Liberal stand.

Mr. Singer: It would stretch your dollars a lot further, wouldn't it?

Hon. Mr. Rhodes: I like the rent supplement programme, and I like what it creates

in the community as far as the residents in the area are concerned.

Mr. Singer: It's cheaper too, and it does away with the ghettos.

Mrs. Campbell: But I still haven't had a definite answer. Are you going to extend that programme?

Hon. Mr. Rhodes: We're continuing to extend the programme now.

Mrs. Campbell: Fine. I have one other question. My colleague was discussing the matter of the appeal officer and the question of notice, and it seems to me that it is customary for an appeal function to be able, in many cases, to extend the time for appeal, having regard to the circumstances. I would like to ask you if your appeal officer should not have that right, if he does not have it now, rather than giving an answer that you go back to the original board for some corrective measure. In the appeal process, normally, it's through the appeal jurisdiction that you extend time for appeal. Why can't it be done here?

Hon. Mr. Rhodes: I don't know, Mrs. Campbell; that's what I was asking my deputy while you were speaking. I'm not sure, quite frankly, whether the Act stipulates any of these particular provisions, whether it gives the hearing officer any flexibility or whether we would be required to bring in an amendment to the Act in order to facilitate the proposal that was made.

Mrs. Campbell: Would you not feel that this is a worthwhile approach for you to look at, to protect the people who don't get notice ab initio?

Hon. Mr. Rhodes: I don't know whether to accept some responsibility, but I have made it a point of not involving myself with the hearing officers. I don't communicate with them; I stay away from them. The only communication I have with them is what comes to me from them in the way of written reports. So I have never suggested to him that he should extend the time, shorten the time or anything else.

Mrs. Campbell: I think that would be improper, but I would just suggest that there might be available to him the opportunity to extend the time on an application where there has been faulty notice or other circumstances initially.

Hon. Mr. Rhodes: I don't know whether the Act limits him in his flexibility and discretionary powers here or not. In fact, I have a

couple of experts looking at the Act who are trying to determine that for us. But if that flexibility is permitted, as far as I'm concerned, I'd say that by all means the officer should have that discretionary power. However, I have a feeling that in this area the Act probably was drafted along the same lines as that of the Ontario Municipal Board, which is quite rigid, as you know.

Mrs. Campbell: But you would be prepared to look at it?

Hon. Mr. Rhodes: Oh sure.

Mrs. Campbell: Right.

Hon. Mr. Rhodes: In fact, I will recommend it to my colleague who has the responsibility for the Act.

Mrs. Campbell: Finally, could you give me the breakdown as to the number of staff eliminated in this total ministry administration programme vote? If you wish to give it to me for the whole ministry at this time, I will be delighted to take it.

Hon. Mr. Rhodes: Do you want it broken down, first of all, for this particular vote?

Mrs. Campbell: No, if you could give me the total staff, I'll take it.

Hon. Mr. Rhodes: The approved complement as of March 31 of this year for the ministry was 924. A year ago, it was 981. And by the end of this year, we must be at 887.

Mr. Hall: The whole ministry.

Hon. Mr. Rhodes: Yes, that's the entire ministry.

Mrs. Campbell: Can you tell me whether those people who have disappeared from your ministry will be appearing in some other ministry by the transfer route, or have they been completely eliminated?

Hon. Mr. Rhodes: We are not transferring anyone to any other ministry. They may get a job at another ministry, but it's not a straight transfer of complement.

Mr. Crosbie: Mr. Chairman, if I could try to answer that question. All ministries are on similar constraint programmes to this. Part of the process is to create pools of people who are in redundant positions—and this is where the cuts have been made. The first effort is made to relocate them within the government, so it is possible that a person whose position is identified as being redundant in Housing, may find employment in a

position that becomes vacant in some other ministry in the course of normal turnover.

Hon. Mr. Rhodes: But it is not added complement.

Mr. Crosbie: No, it is not added complement to that ministry. They would go only if there was a vacancy for which they competed and were successful.

Mrs. Campbell: And at this point in time, you can't tell me whether any of these people have been relocated?

Mr. Crosbie: Yes, I can. I know they have been—but I can't give you numbers.

Mrs. Campbell: They have been.

Mr. Crosbie: Yes.

Mrs. Campbell: Somewhere in the government service?

Mr. Crosbie: Yes, but I can't tell you the numbers. This is happening all the time. There is interministerial transfer of staff resulting from competitions.

Mrs. Campbell: Exactly.

Mr. Crosbie: But it doesn't increase. For instance, if the other ministry is under a constraint programme, it could still have a vacancy occur in one of the positions it is not going to eliminate and somebody from the Ministry of Housing might be the successful candidate for that position—and the person might be coming out of a position in our ministry that is redundant.

Hon. Mr. Rhodes: I think a good example of that, Mrs. Campbell, is just recently where a young lady in the Natural Resources ministry applied for and was a successful competitor for a vacancy that was in my ministry. She then came from Natural Resources over into Housing—but it was a vacancy, not additional complement.

Mrs. Campbell: And how many have you on contract in your ministry?

Hon. Mr. Rhodes: I've got them; I know that. The figures are here.

Mrs. Campbell: Oh, I bet you have.

Hon. Mr. Rhodes: All we've done is put the numbers down by vote. We'll have to put them together in a total for you.

Mrs. Campbell: Oh fine; thank you very much.

Hon. Mr. Rhodes: They are here by vote. We'll have to put the total together. We'll do that. We'll get the total for you.

Mrs. Campbell: Thank you very much. Can you tell me in this staff complement reduction, how many of the positions were in the higher echelons of the ministry, as opposed to the elimination of a secretary or a file clerk or personnel of that nature?

[12:00]

Mr. Crosbie: Mr. Chairman, part of the restraint programme has required us to eliminate five of the senior positions in the ministry. Although, once again, I cannot give you numbers, the restraint is being applied across the whole range of positions. It is not just a case of eliminating secretaries.

Mrs. Campbell: Would it be fair to say that you've probably worked harder to relocate those five people, if they were in place in the ministry, than you would the others?

Mr. Crosbie: No.

Mrs. Campbell: Wouldn't you actively be trying to assist those five people?

Mr. Crosbie: There's a programme in government which actively works on behalf of all the employees who are made redundant by this programme. The Civil Service Commission has quite an extensive procedure of identifying the people in redundant positions and making sure that they are notified of all positions which become available within the government. This is equally true of the lower and the upper levels. I would think the people in the lower levels, in some respects may have an easier time finding a position because of a higher turnover level. Also, it's much more difficult to find vacancies at the senior level in government.

Mrs. Campbell: Yes, I know. I've observed that. It's interesting that in another ministry they seemed to eliminate six positions by transferring them to another ministry—this was quite interesting—other than the one case in which the holder of the senior position was ill and would be retiring, presumably, at the end of the sick leave period. That doesn't prevail in your ministry?

Mr. Crosbie: In our ministry, for example, last October we had transferred into the ministry a unit from the Treasurer's ministry. Whenever there's any reorganizational change, when the functions of a ministry should go into another ministry, this could happen and there have been adjustments.

Mrs. Campbell: The question to you is, has it happened? It is not could it happen? Has it, in your case?

Mr. Crosbie: I can't recall any functions transferred out of our ministry to another ministry recently. Rent review was an example but they were contract employees so that wouldn't affect the complement of the ministry.

Mrs. Campbell: They were all contract employees?

Mr. Crosbie: I think there were two complement who had been seconded from other ministries.

Mrs. Campbell: So they would go into Mr. Handleman's ministry?

Mr. Crosbie: Yes, as contract employees. The two were seconded from other ministries.

Mrs. Campbell: One would not want to deny you staff if one saw the resulting product in greater quantity, I can tell you that. This ministry is one which, certainly in my view, ought to have a very strong staff but I am a little concerned when I look at the numbers and the lack of production in the housing field. I recognize many of these people are in other functions of the ministry, I'm not saying that, but we seem to have a lot of top-heavy staff for production. I'm sure the minister wants to reply.

Hon. Mr. Rhodes: I think you probably answered your own question really, with respect, in that a great many of the people, although it may be all related in the broad sense, are not directly involved in the actual housing part of the ministry. A great many of them, perhaps the majority of them, are involved in the municipal affairs branch, if you will, or that part of it—the planning and the subdivision control, the official plan—

Interjections.

Mrs. Campbell: There is the NDP, showing its disrespect.

Hon. Mr. Rhodes: —so that we, in the actual housing area, could say—and Mr. Riggs is part of the ministry. I wouldn't think for a minute that we have an overabundance of staff for what is being produced by that section of the ministry in relation to housing.

Mrs. Campbell: Do you not find that the restraint programme, so far as your ministry is concerned, is counterproductive in your discussions with municipalities?

Hon. Mr. Rhodes: Do you mean the restraint programme as it relates to our ministry?

Mrs. Campbell: Yes, and as it relates of course to municipalities.

Hon. Mr. Rhodes: I don't think we could say that at this stage it has been counter-productive, but I think the planning process is still going on. We are still making available through several of the programmes, that we will be discussing later, funding for and technical assistance in the production of official plans, zoning bylaws and studies that are required by the various municipalities. I don't think we have any reason to say that it has been counterproductive at all.

Mrs. Campbell: What I am trying to say is that not you particularly but this ministry has been clobbering municipalities for their unwillingness to accept low-rental housing, and I would think you would see that they would be even more reluctant now, when they are having to drop so many of their programmes in other areas that they really want to proceed with.

Hon. Mr. Rhodes: That may very well be, but I still feel very strongly about the question of priority within a municipality. I don't want to clobber municipalities at all. I want to remind them of their part of the responsibility in the provision and of the priorities that are being established. It was a little strange to me when I went into a municipality not too long ago and found one of their big priorities is the developing of an equestrian park, yet I am having a great deal of difficulty getting housing going in that particular area.

Others are proposing huge recreational complexes, which is very desirable but I wonder where it sits on the priority list. I can't really say that, as a result of the restraint programme, we are saying to municipalities would they please readjust their priorities, but I would hope they would put the facilitating of housing as one of their priorities.

Mrs. Campbell: I would think they might be very much more willing to do so if they weren't already, as Metro is, in the position of cutting very substantial social services that are required by the community. Metro, for example, has always been very proud of its social conscience, and I think rightly so. But if they are having to cut those programmes, they are probably not going to be throughout the metropolitan area quite as persuaded that they can really put this in a priority position

because there are other services, the soft services, that go with the provision of housing for which they are becoming more and more totally responsible.

Hon. Mr. Rhodes: I think the brief announcement I made today is a recognition of the role that Metro has played. It has played a very substantial role and a very significant role in the provision of accommodation for senior citizens. In the discussions I have had with Metro over the past number of weeks, in the big barrel \$2.2 million does not appear to be a tremendous amount of money, but I am sure it will be used to an advantage.

Mrs. Campbell: I am sure it is going to be most helpful.

Hon. Mr. Rhodes: I would hope so, but I think we are recognizing that Metro has been in a very different position with the arrangement it has had.

Mrs. Campbell: And the city.

Hon. Mr. Rhodes: They have met their responsibility very well. I make no bones about that, and that's why the discussions we are having bore fruit, as a result of the changing of the system of sharing the costs of providing that housing.

Mrs. Campbell: Might you not then pursue that tactic with other municipalities with the carrot and not the stick?

Hon. Mr. Rhodes: Really all we did was legitimize the situation in Metro, which has been the only one different. We've often been asked—you've heard it for years, Margaret, I know—why do you treat Metro differently from the rest of the province? Well, we're not, we are treating Metro exactly the same, because all the other municipalities do have the same sort of cost-sharing arrangement that we have just moved into with Metro. So we do have that sort of sharing with them now.

The deputy apparently wants me to correct some information he may have given you, Mrs. Campbell.

Mrs. Campbell: May have given me or did give me?

Hon. Mr. Rhodes: He gave you some and he wants to correct it.

Mr. Crosbie: It's the way I gave it, Mr. Chairman. I said I wasn't aware of any recent changes. As you may recall, I joined the ministry in August. I was reminded that prior to that, in the early part of the last fiscal year, there were two functions in which the

staff have remained physically in the ministry but the reporting relationship has changed. For example, the legal staff are now all in the complement of the Attorney General's staff, and the land acquisition staff now are all in the complement of Government Services.

Hon. Mr. Rhodes: That was a matter of moving not only the complement but the responsibility.

Mrs. Campbell: Thank you. At least there was one improvement. I think that silence does lend assent there, Mr. Minister.

Mr. Hall: Mr. Chairman, I tried to follow what I believe was Mr. Cassidy's question to you in this vote. It got far-ranging, as these things do, but I believe the question was whether or not you were doing any accurate estimating as to what the housing need was this year in the province. I believe the general impression of your answer was that you were not.

Mr. Cassidy: That's correct.

Mr. Hall: I raised this in my opening remarks before—the whole matter of starts in the province this year. I was rather specific. I point out to you that the Treasurer has stated that there are 82,000 starts forecast by him. Now, I assume that he must turn to your ministry for some expertise on this subject. I certainly hope so. Therefore I would assume there must be some element of forecasting being done on housing starts.

I would point out to you that I think this is a very valid area to be working in. If there were reliable figures I can see builders, large and small, sub-contractors, material manufacturers, everybody could use a reliable figure as to what they themselves could do. I think you would offer a great deal towards the stability and economic viability of the construction and related industries if you could lead the way. I don't know who would lead if it is not the Ministry of Housing of the Province of Ontario.

There are many things which you could do, it seems to me. I gather that you're not doing so, but you could ask the builders what their consensus is. You could count lot approvals, because obviously if you don't have a lot you cannot build. You could keep an index on building permits; you could be measuring the number of families and senior citizens on waiting lists for subsidized housing vis-à-vis another time frame, all to begin to develop accurate forecasting tools as to what is happening to the housing in Ontario.

Would you mind commenting on that aspect of it?

Hon. Mr. Rhodes: I think you are talking about two different things. You're talking about housing needs as opposed to my sitting here and throwing out a number on the number of starts there will be.

I say to you again I have no intention of saying there will be X number of units built in Ontario in 1976. Sure, I can say to you, "There will be 10,000 starts in Ontario this year," so then I can come back later on and say we've had 20,000 and that means I over-shot by a tremendous number.

[12:15]

Mr. Hall: The point is that it has been stated in the government estimates that there was going to be 82,000.

Hon. Mr. Rhodes: I didn't make that statement, and Mr. McKeough and others can make any numbers they want. I am not making any numbers on predictions as to starts because, quite frankly and quite openly, I say to you that if I said there is going to be 100,000 starts in the Province of Ontario this year and I only got 99,999, you would come in and say, "you fell short."

Mr. Hall: No, never, never.

Mrs. Campbell: We would.

Hon. Mr. Rhodes: You are not going to resolve that problem by yourself.

Mr. Hall: That's the issue, though.

Hon. Mr. Rhodes: I'm not making it an issue. I'm just telling you I am not going to make any predictions as to the number of starts and you can take me to task for it if you will, that's your prerogative, but I don't intend to.

I do say to you, though, that the question of housing need is a different matter altogether, and the ministry is in the process now in conjunction with the municipalities of carrying out housing policy studies and housing need studies. We're assisting them financially to carry out these studies, gathering this information so that we can get a handle on what are the needs.

You mention the industry, Mr. Hall, and I know you know even better than I that the industry itself has a great capacity for projecting what its future market is going to be and what it reads into the economy as to the need. They do an excellent job in that area and we do call upon them for information as well.

So for me to come out and say there is going to be X number of starts in 1976, I don't really think that it is going to have a great deal of impact upon the house building industry in Ontario, because probably what will happen is they'll say, "Well, there's Rhodes, he's talking about X number of starts. We'll go ahead and build as many as we can."

Mr. Hall: Mr. Minister, the main point is we need a constructive attempt to develop guidelines and forecasting tools which will help an industry that is up and down all the time, like one popular household commodity that you all know about.

Hon. Mr. Rhodes: Toilet seat; speak freely.

Mr. Chairman: You are among friends.

Mr. Hall: The situation could be much better improved. We look at the budget; it starts by saying that Ontario's economy in 1976 is going to do this, that and the other thing, and included in that is 82,000 housing starts. Now, I'm here to talk about the housing aspect of the budget. It seems to me to be quite a valid question to ask how in blazes can it be stated that there are going to be 82,000 starts as opposed to some other number of thousand starts. Going from there, I think it would be helpful if we could do some measurements to take this thing further, and you do have certain tools at your disposal.

For example, are you satisfied that there are enough on-stream lot approvals in areas where historically houses have been built to permit 82,000 starts this year? Does your subdivision approval section indicate that there is no bottleneck going to exist there, and if a bottleneck were going to exist there, how would you free up that particular bottleneck?

There are measurements of need, I'll grant you, and they are valid. They are helpful in the sense of trying to develop a picture, and if you don't start this approach in 1976 it seems to me that you won't know any more in 1977 or 1978, and this is my concern.

Hon. Mr. Rhodes: We have started. That's the very point I'm trying to make to you. I have some material. Let me put this on the record in partial answer to you on what we have been doing. We're involved in detailed research of all aspects of the housing market. The ongoing assessment of the market is carried out in a number of ways, both from a general perspective and a specific one involving local municipal input. Some of the

work carried out by the ministry is explained in a number of sections. I'm not going to read this whole thing because it would be a very lengthy statement, but we're doing research on short-term housing trends, research on long-term housing requirements, and we're breaking that down into the total housing demand based on population and household projections, vacancy rate allowance and net replacement demand. These are the things that we're into now, and are getting this information and putting it together. I'll make this available to you as well.

Mrs. Campbell: Is it fair to say that you're measuring demand and not need?

Hon. Mr. Rhodes: Both; but you have to define need before you can really get down to what the need is. I'll read this brief section:

A working liaison has been established at both the regional and head office of CMHC involving a mutual exchange of ideas and research methods and results. Meetings are being held with CMHC in respect to the analysis of housing requirements and the long-term period to 1991. A major report on housing requirements is expected very shortly from CMHC.

We've established a working relationship with other institutions in government departments that are involved in the overall aspect of urban development and housing needs in the long-term: the Ministry of Transportation and Communications; the Department of Regional and Economic Expansion at the federal level; and the Conference Board of Canada.

So we've got municipal housing policy statements that are being prepared and are coming in to us, in which we are involved. These include the OHAP study grants, the needs and demand surveys—all of these things are being carried out now. We also, of course, have our own OHC waiting list—and those sort of things give us some indication.

Let me give you another factor that enters into all of this.

Mr. Cassidy: Excuse me, Mr. Minister, are you going to make them available to the critics?

Hon. Mr. Rhodes: Sure.

Mr. Cassidy: Okay.

Mrs. Campbell: Make them available to all of us.

Mr. Cassidy: We're all critics.

Hon. Mr. Rhodes: You're all critics. For example, for the last three years the figures that we have available to us from the federal government would indicate that Ontario's experienced about 110,000 immigrants per year coming into Ontario, which creates an immediate demand and need for housing. We understand now that some of the change in policies that may take place may reduce that to 30,000 to 40,000 immigrants per year, so that's going to have some effect. We've got to try to break that down to see how that's going to affect our needs and demands for housing.

So we're in the process of gathering all of that and trying to put it together. It is not a question of just sitting back and waiting for things to happen. There is a programme going on—I don't like to use this, but I'm going to have to—keeping in mind that this ministry is, for all intents and purposes, still pretty young in getting started. Prior to the formation of a Ministry of Housing, per se, about the only involvement of the government of Ontario was in the administration of the Ontario Housing Corp. programmes. So I think there has been considerable progress made, and more yet to come.

Mrs. Campbell: May I suggest you shouldn't rely on CMHC, because they—

Mr. Cassidy: There's more yet to come in Ontario.

Mrs. Campbell: —only go by demand, as far as my experience shows. They really haven't estimated need.

Hon. Mr. Rhodes: We're in the process of doing that.

Mr. Hall: You're saying that you're trying to develop the things I'm asking for, is that right?

Hon. Mr. Rhodes: When you get this you'll realize it. I just touched on it briefly. It will give you a chance to read it and you'll see that it is so.

Mr. Hall: I feel a little bit better about it. I thought at first that you weren't looking at that side of things.

Going further, I notice that your main office, under item 1 of vote 2001, shows roughly a 13.8 per cent increase over the last year. Is that with the same staff members? I mean in the main office only. That isn't going down, that's going up.

Hon. Mr. Rhodes: As far as our figures on staff are concerned, if we compare it with

the previous years, I can explain it in some detail.

On April 1, 1975, there was a total of 72. On April 1, 1976, there was a total of 53. That's because of the legal staff that was taken out of the area.

Mrs. Campbell: They show up in another vote.

Hon. Mr. Rhodes: There were 26 positions which went to the Ministry of the Attorney General.

Mr. Hall: We're on item 1?

Hon. Mr. Rhodes: Yes.

Mr. Hall: You're digging a pit for yourself, it seems. Your numbers are going down so much and your dollars are going up so much.

Hon. Mr. Rhodes: I don't think so. What you must remember is that although we moved those 26 people, if a complement is moved to the Attorney General's office, it becomes a service to us and we are billed accordingly. You'll notice in the item that our service costs will have gone up as opposed to last year.

Mrs. Campbell: So did the main office.

Hon. Mr. Rhodes: I'm talking about in the main office. I'm sorry, you're talking about main office—

Mr. Hall: I'm asking about main office to understand a little bit more about it.

Hon. Mr. Rhodes: What page are you looking at?

Mr. Hall: Page 6.

Hon. Mr. Rhodes: So we all get on the same page; I think I was a little bit ahead of you.

Mr. Hall: No, I'm not at page 6; that starts with the beginning of the whole topic here.

Hon. Mr. Rhodes: Turn to page 27. You'll see at the top, "main office," and it indicates the 1976-1977 estimates. The right side will show you the various decreases and increases. Our main increase was the Niagara Escarpment development control hearings programme of \$173,000; and the women's employees co-ordinator, the library and additional legal services, \$171,000. There's where our two major increases took place.

Mr. Hall: That \$171,000—you say the adjustments amount to zero for the ministry as a whole so that \$171,000 will be a decrease somewhere else in these sheets?

Hon. Mr. Rhodes: That's right.

Mr. Hall: The \$173,000, however, is a new cost you face?

Hon. Mr. Rhodes: That's right.

Mr. Hall: So you've had a problem in granting much in the way of increase to your staff because of the circumstances? I don't quite understand; you said you've reduced your numbers greatly when you first answered my question—

Hon. Mr. Rhodes: In staff?

Mr. Hall: —from 72 to 53, I believe, in the main office.

Hon. Mr. Rhodes: Primarily that was the 26 complement transferred back as complement to the Attorney General, the legal people.

Mr. Hall: I don't mean to cause any embarrassment. What I'm really, in part, trying to understand are the shifts of money, and whether or not these very senior people—important people—have been able to get a raise this year, among other things.

[12:30]

Hon. Mr. Rhodes: As you know, certain levels within the civil service throughout the entire government have been frozen since October of 1975.

Mr. Hall: Yes, certain levels, but there have been raises below those certain levels?

Hon. Mr. Rhodes: Yes, there have been increases, but they have not been large increases; just under eight per cent.

Mr. Hall: On your staff reduction programme—you haven't yet provided the additional contract people so you can't really measure that—you are going from March, 1975, with 981 total ministry staff, permanent I assume, down to a goal in 11 months from now of 867, a reduction of 114, plus 1,000 or whatever it is on contract.

Hon. Mr. Rhodes: I told you I would make the figures available in total for you, but dealing with the main office we have a complement of 38 at the present time, plus 15 on contract, for a total of 53.

Mr. Hall: Do you feel that the staff reduction is hurting your ministry's efficiency?

Hon. Mr. Rhodes: I suppose any sort of staff reduction is going to be felt for a while in the various areas, but I am going to be

optimistic and say I don't think it is hurting the efficiency, but remember that we are just getting into this programme at this time. Certainly in some areas where there are fewer bodies it is going to increase the workload on others. It may slow down some of the process, but I don't think it is going to hurt the efficiency of it, although they both really go together.

Mr. Hall: You are not afraid it might slow down the programme and prevent you from making certain studies and implementing certain programmes that you might otherwise have done?

Hon. Mr. Rhodes: No, I don't think so. I don't think there is a specific area where we can say it is going to create a real problem for us within the ministry. You have got to adjust accordingly. There will be some areas where programmes will not be brought on. A new programme that might have been desirable just won't be brought on, so you won't need the staff to work on it.

Mr. Hall: You have cut your item 2, I notice by \$400,000 and that's a rather important part of the ministry, I would think, policy and programme development.

Mr. Cassidy: I thought Bob Nixon said he was going to cut out the administrative fat? You are putting it back in. Is that right?

Mr. Hall: No I am just finding out what's happening in the ministry, Mike. Don't prejudge my point.

Hon. Mr. Rhodes: In that area, for example, in item 2, Ross, it is mostly in grants. There just isn't the demand for the grants; housing study grants, this sort of thing, where we have money out from last year. The studies are continuing and there's a lesser demand, so the requirement falls back.

Mr. Hall: Are such grants a little harder to get, by policy or regulation, under the circumstances?

Hon. Mr. Rhodes: No, they wouldn't be harder to get at all.

Mr. Hall: The same needs, the same measurements of judgement are applied to any municipal request for such grants as they were before? There is no restraint there?

Hon. Mr. Rhodes: There is no repeat though. There is no great repeat in this area. If the city of Guelph has a study going on, that's one off the list, so our demand is lower.

Mr. Hall: Just a general question; I know what you do, obviously, as minister with your \$18,000 there. Incidentally, a licence I was issued in March still has your signature under MTC as well.

Hon. Mr. Rhodes: Another one of the great programmes is to make sure that none of these things is wasted. When they are printed they should certainly be used rather than throwing them all away at the change of a minister and printing new ones. I think it's an excellent idea.

Mr. Hall: I really wondered how valid it is.

Hon. Mr. Rhodes: It's valid. It won't improve your driving any, but it's valid.

Mr. Hall: It really doesn't matter whose name is on it?

Hon. Mr. Rhodes: No, you can put yours on it, if you like.

Mr. Kerrio: You are leading up to a good question.

Mr. Hall: No, I'm passing over that. I just thought it was interesting. We had this discussion in public accounts about your name on it, and I like to have your autobiography.

Hon. Mr. Rhodes: Thanks.

Mr. Hall: I don't mean to be facetious here; I'm just learning. What does the parliamentary assistant do in Housing?

Hon. Mr. Rhodes: In my ministry the parliamentary assistant is responsible entirely now for the Haldimand-Norfolk area and the committee down in that area that's studying the development of the community of Townsend. He is working with the region in the development of that project. He has spent a considerable amount of time on that. As well, he shares responsibility within the ministry for meeting with certain delegations that come in from municipalities—and we do see a lot of them. Where I'm not available for whatever reason, he will meet with the delegations and discuss their problems with them.

Mr. Hall: He plays the role as a generalist, aside from having specific duties assigned then, eh?

Hon. Mr. Rhodes: Yes. A lot of the inquiries that come from members will be handled by him as well. He's got the process

of giving replies and answer to members on the problems that they may have.

Mr. Hall: Does he give the no answers while you give the yes answers?

Hon. Mr. Rhodes: No, he deals with his and I deal with mine and he reports back to me. He does not have a final decision-making capability. If it's in the area of policy that's my responsibility and I take that. Any no answers you get come from me and the yes ones too.

Mr. Hall: Those were the main questions I had for now.

Mr. Chairman: Mr. Johnson, followed by Mr. Philip and Mr. Lane.

Mr. Johnson: I'd like to make a few comments on some of the remarks by Mr. Cassidy and Mr. Hall. One that Mr. Cassidy made—and it is quite a concern—was about the number of units that are built for the lower-income people in the province. It's my understanding that we're trying to provide homes for everybody in Ontario. If we provide homes for people in medium- or even the higher-income bracket, this loosens up that home that they were living in. This, in turn, could create a home for someone who couldn't afford to buy a new home. Possibly even this could develop into this new programme the government is initiating, the Ontario Home Renewal Programme. We could make two apartments out of a large old house. Is this feasible and is this part of your policy?

Hon. Mr. Rhodes: Certainly what we are doing now is extending the home renewal programme into that area with certain qualifications. The main qualification is that the municipality's bylaws will permit conversion to take place in the unit—that they will permit an increase in apartments in the building.

Secondly, we are entering into an understanding with the person who does take advantage of this assistance to enter into a rental agreement so that there is a level of rent there and the individual doesn't just start running away with rents as a result of the accommodation they will have created. We hope it will in a small way, as I don't expect this to be a big booming thing when it first comes into being, have the desired effect of providing some extra rental accommodation in existing buildings as well as upgrading existing buildings that have been allowed to deteriorate and don't meet the standards of the municipality.

Mr. Johnson: I have another question in relation to that. A few days ago we talked about creating subdivisions in areas outside the large municipalities. It has always been my contention that the Ministry of Housing could work with the Ministry of Industry and Tourism and we could encourage industry to locate in many of our small municipalities that do have adequate servicing. Would this not then be the logical place where people would want to build homes and to move into? Would it not be a lot less than developing new communities and servicing them?

Hon. Mr. Rhodes: I certainly agree with that philosophy, as one who comes from a part of the province that has been asking for this for a long time. I know Mr. Bain would certainly agree with me that we have been trying to get this for a long time—

Mr. Bain: I am waiting with bated breath to hear what you are going to do to implement that excellent policy.

Hon. Mr. Rhodes: I've been one who has worked towards that goal for a long time, and it's not an easy one to achieve; I think you'll agree that it's not easy. You've been involved in your own community, and you know it's difficult to get industry to locate in some of the areas that are far away from the markets. But there's no question that if we can get industry to locate in those areas and people have got jobs to go to, that's where they want to live and it makes it a lot easier to create housing in those communities. You're helping two things: The tax base of the community is being improved by the location of the industry, and so are the other commercial aspects that will result from the increased activity in the community; these all help the tax base, so they're more willing to accept the housing. In addition, of course, there's a greater need to house those employees.

Certainly there's no question we should be working towards that end in the municipalities that need that type of growth and are prepared to absorb it.

Mr. Johnson: The other day, I think one of the members of the NDP mentioned the fact that we would have to provide incentives for transportation and many of the services required for these new subdivisions. What would be the difference if we had to provide some incentive for the industry to go into these communities? If we're providing an incentive, it might as well be to the industry to locate in the community that already has existing services; and in the long term, I

think it would be much less costly and much more beneficial.

Hon. Mr. Rhodes: Well, probably the only way you're going to get it to happen in many cases is to give some incentive to either the municipality or to the industry.

Mr. Johnson: I think a lot of the municipalities would be quite willing to accept industry, but I think the industry needs an incentive to go to the smaller communities to offset the increased cost of transportation and some of the problems that they face.

Hon. Mr. Rhodes: One of the other things—and this is something that anyone who comes from northern Ontario has always looked at and talked about for many years—is even a degree of further processing of the raw materials as they come from the mines and the forests—to further process the raw materials in the area where they are being mined and logged.

Mr. Cassidy: You had 33 years to bring that policy in. Look how much you've done.

Hon. Mr. Rhodes: I can't be accountable for 33 years in the same way that, surely, you're not going to accept the responsibility for things your party did 33 years ago.

Mr. Cassidy: I'm rather proud of things my party did 33 years ago; I really am.

Hon. Mr. Rhodes: You are not!

Mr. Cassidy: Medicare, hospital insurance—a whole lot of things.

Hon. Mr. Rhodes: Thirty-three years ago?

Mr. Cassidy: Sure. Hospital insurance was brought in by Saskatchewan in 1948.

Hon. Mr. Rhodes: Maybe that is one of your philosophical hangups, that you've got to quit living in the past.

Mr. Cassidy: I see. Well, you've got to keep forgetting the past. You fellows say you've got a reverence for the past, but you're trying to disown 33 years of Conservative rule.

Mr. Chairman: Order, please.

Mr. Bain: Speaking about the future, what policies will you embark upon to achieve this programme of diversifying the economic base of the north?

Hon. Mr. Rhodes: You're not going to get me to make policy for the entire government at this committee meeting. I was asked a

question; I responded with a personal observation. I'm not in such a position any more than I think you are in any position to make any policy statements for your group.

Mr. Johnson: I didn't necessarily mean strictly the north. This is a problem facing many of the municipalities around the province.

Hon. Mr. Rhodes: Oh, sure. I talk about the north because I'm familiar with it. It applies in eastern Ontario as well; there's no question.

Mr. Johnson: Western Ontario as well.

Hon. Mr. Rhodes: A very prosperous part of the province.

Mr. Johnson: There are many areas where this could apply. I have a couple more short questions; I hope there are short answers.

I believe Mr. Hall mentioned something about the importance of acquiring land. It's my understanding that the government in the past has acquired large parcels of land, I believe, in Malvern, Central Park, Saltfleet, Glencairn in Ottawa, Riverside in Windsor. As a result, the government has been able to bring considerable development on stream for low- and moderate-income families. Is this a policy the ministry intends to continue? [12:45]

Hon. Mr. Rhodes: Yes.

Mr. Johnson: That's a good short answer.

Hon. Mr. Rhodes: You'd better believe it. If you aren't sure of it, you'd better believe.

Mr. Johnson: In relation also to that is the fact that since supply is the key to the price of building lots and there is a strong relationship between the lot prices and the complexities of the planning system, does the ministry intend increasing the supply and possibly lessening the restrictions on the planning of the lots?

Hon. Mr. Rhodes: I'll give you a short answer, yes.

Mr. Johnson: Yes to both questions?

Hon. Mr. Rhodes: Yes.

Mr. Johnson: That's all, Mr. Chairman.

Mr. Hall: Mr. Chairman, by way of interjection. Mr. Johnson said that Mr. Hall said he thought it was a great idea for the government to acquire more land. He's got me confused with some other spokesman, I believe. My contention is that you've got lots of land

and I think you know we want to see that land serviced. I am not advocating acquisition of more land.

Hon. Mr. Rhodes: I am pleased to hear you say that, in a sense, because I don't think we are going to be in a position to acquire much more land.

Mr. Johnson: I apologize, Mr. Hall.

Hon. Mr. Rhodes: I read an article just recently, I think it was in the Toronto Star—maybe you read it—that an international land bank is being proposed by the federal government as a topic of discussion at Habitat in Vancouver.

Mr. Hall: Is this committee going to Habitat?

Hon. Mr. Rhodes: You can go if you wish. Have a nice trip.

Mr. Philip: Mr. Chairman, I want to raise a few issues which perhaps the minister may like to respond to today; parts of them he may prefer to respond to under the particular items. One is the whole area of the management of Ontario Housing.

Mr. Chairman: Would you like to bring that discussion in under Ontario Housing?

Mr. Philip: Yes, I would be prepared to do that. I think it's a matter of general policy but I would be prepared to do that if it's more appropriate.

The other area I did want to raise was the whole question of the HOME programme, more particularly the safety requirements of construction which I think I have been raising privately with the minister over the last couple of weeks. I was wondering if I might suggest to him a few things which perhaps he may want to answer today; some of them he may want to look up and come back with an answer on.

In my own riding there are at least three private developers who have erected fences far beyond the requirements of the Construction Safety Act. As you well know, the residents in the area are very concerned about the project going up on Martingrove Ave. in the Rexdale and Finch area and about the safety of their children. I know the minister was personally concerned when I talked with him privately about it.

I am wondering—does the government feel it should have perhaps lower safety standards on the projects which it is constructing or is having constructed, compared to private developers? The tenants associations have statements from Mr. Hamilton in the Ministry of

Labour which confirm that the private developers seem to be prepared to erect proper safety fences and so forth.

In this particular area we have three schools surrounding the HOME project which is creating a lot of ill-feeling in the community. There is a large Ontario Housing project. There is a large condominium project right there with a great many children and the residents are very concerned about their children.

I appreciate that the minister, after I talked to him, did intervene and that some safety guards are patrolling the area, I believe. But the residents aren't convinced that all of these children wandering around that field are going to be deterred by safety guards.

I'm wondering whether the minister has considered—and he may want to seek an opinion of the legal counsel in his department—whether the OHC, in leaving the excavations unguarded, may be in breach of S242, subsection 2, of the Criminal Code of Canada. I've got the section here that I'm referring to, and I know that neither the minister nor I are lawyers and, therefore, we have to accept counsel of other people on this:

Everyone who leaves an excavation on land that he owns or of which he has charge or supervision is under a legal duty to guard it in a manner that is adequate to prevent persons from falling in by accident and is adequate to warn them of the excavation that exists.

I'm wondering if there is a possibility that once an information is sworn it may be possible to secure an injunction enjoining further construction until adequate safety measures are provided. In fact, should there be an accident, OHC might be liable to a charge of manslaughter, if a death results, or assault, if an injury results, and a summary offence even if no injury results.

I'm also told by one lawyer to whom I was talking that there is the whole problem of what they call the allurement doctrine. A special duty obtains on a property which might be considered to allure a young person where he is, in fact, in some kind of safety problem.

I raise these questions because I know that my constituents are very concerned about them and they are going to the press. I tried to work with the minister privately to keep the situation cool, but the tenants are going to picket and stage a number of demonstrations and things of that nature. I'm concerned about the equipment and other things on the site, as well as the children.

Hon. Mr. Rhodes: Mr. Chairman, the hon. member did bring that to my attention and explained what he felt the problems were. When I contacted OHC and asked them to look into that particular matter, I was advised that the project itself does meet all the safety requirements as far as the Ministry of Labour and as far as the bylaws of the borough are concerned. What we were doing was in compliance with all rules and regulations.

You've mentioned a point under the Criminal Code. You're absolutely correct; I'm not a lawyer and I would like to have that matter looked at. I wasn't familiar with that section, and you raised a point that we should certainly look at.

You talk about other developers in the area. I'm not familiar with what the developments may be. I would like to know. I don't know whether you're talking about one apartment building on one particular lot or whether the project you're talking about is about 20 acres.

Mr. Philip: I realize that. We're talking about three developments I know of, one of which covers several acres.

Hon. Mr. Rhodes: It's totally fenced?

Mr. Philip: It's totally fenced, yes.

Hon. Mr. Rhodes: We looked into what we would have to do there. The request of the tenants' association was for a 6 ft high fence around the entire project. This worked out to about 11,000 ft of fencing at a cost of about \$100,000.

As you know, we've put two patrolmen in the area to attempt to keep these youngsters out of the area. They are on during the time when the children would be out of school, during the afternoon until midnight and on the weekends. If we are not meeting our responsibilities as anyone else would be required to do then, of course, we will do so. But it seems to me that it is very difficult to fence in the world. There is going to be somewhere where somebody is going to be in difficulty.

Mr. Philip: I am sure, though, if the minister were to visit the site—and I realize that the senior staff have, and I appreciate the amount of effort that the minister personally has taken an interest in this particular problem. But the development is in several sections, so it is not a matter of fencing in the whole thing.

Hon. Mr. Rhodes: As I understand it right now, the project is in the stage of having services put in.

Mr. Philip: Yes, they are putting the services in.

Hon. Mr. Rhodes: It is not the actual construction of the building at this stage; it is the services that are going in.

Mr. Philip: After I talked to the minister originally, some inspectors did come up and they at least saw to it that the holes were filled in at night, so that there was no problem of having a child break his leg. I don't think the parents are concerned about the children breaking their legs; they are more concerned about them being crushed to death.

Hon. Mr. Rhodes: By the big equipment.

Mr. Philip: By the big equipment. And whether or not there is a legal obligation is kind of immaterial. The real issue that I am very concerned with is that it is an exceptional site, because there are three schools surrounding the property, and perhaps something a little more elaborate than snow fencing or even an addition to snow fencing might be looked at. I think I brought that up with the minister earlier.

Hon. Mr. Rhodes: All right, sir; we will have people go out and give that thing a real good look at this weekend. We will be back in here Monday and maybe have some more positive approach to the subject. I don't want anybody hurt there either.

Mr. Philip: I know you don't. Thank you.

Mr. Chairman: Mr. Lane.

Mr. Lane: It's 1 o'clock, Mr. Chairman.

Mr. Chairman: Can we clear item 1?

Mr. Cassidy: That is okay, I think. I am sure we will find a place to raise the matters not raised under item 1 somewhere else.

Hon. Mr. Rhodes: We are very flexible.

Item 1 carried.

Mr. Chairman: We will meet again on Monday after the question period.

The committee adjourned at 1 p.m.

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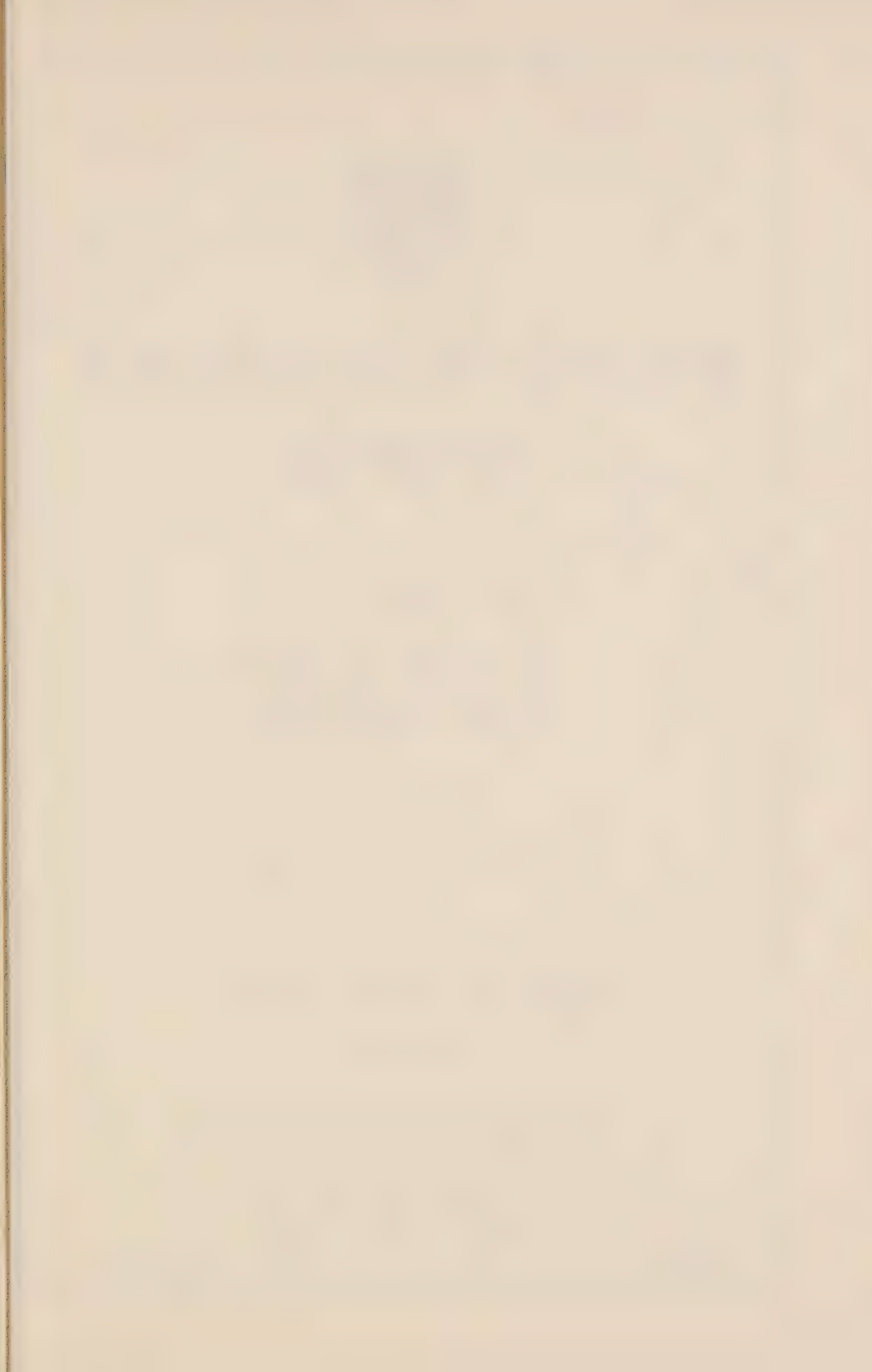
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Ontario. Legislative Assembly



Legislature of Ontario Debates

SUPPLY COMMITTEE — 2

ESTIMATES, MINISTRY OF
CORRECTIONAL SERVICES

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Friday, April 30, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

FRIDAY, APRIL 30, 1976

The committee met at 11:15 a.m. in committee room No. 2.

ESTIMATES, MINISTRY OF CORRECTIONAL SERVICES

(continued)

On vote 1401:

Mr. Chairman: The chairman sees a quorum. We are on item 6 of vote 1401 and we'll continue with these estimates. Does anyone want to speak on staff training and development? I shall say so three times and nominations will be closed.

Ms. Sandeman: Yes, I think I wanted to speak, just briefly. There was something else I wanted to say at the end of last week's meeting which the chairman brought to my mind when he mentioned "One Flew Over the Cuckoo's Nest." There's a scene in the movie—the group therapy session—which reminded me of a movie the staff training people showed of a group of probation officers in training. They said it was the first public screening for this movie and it was a film of a group therapy session or a couple of group therapy sessions at Vanier.

We were asked to evaluate the film as a staff training tool but I think the reaction of everyone in that group was not so much to the film as a staff training tool but to the film as an exposé of some of the worst kinds of manipulation which can go on in group therapy. I'd like to ask the staff training people if you are indeed using that film? You probably know the one I'm referring to, the group therapy sessions at Vanier?

Mr. Mackey: Yes, Mr. Chairman, two films were made from out-takes from a film the ministry had produced. Eight hours of therapy were reduced to two 15-minute films. We did try them out with one or two groups and they have not been used since, that I'm aware. They're certainly not an on-going part of the course.

Ms. Sandeman: That's good. The other questions which arise under that I'll speak

to under adult programmes—the questions about group therapy programmes in the adult institutions.

The other thing I would like to do is to congratulate the ministry on saving some money. Back in the days when I used to go to staff training programmes, I used to complain bitterly about the waste of money on hotel fees by putting people in the Westbury and Sutton Place for two weeks and the ministry and, therefore, the taxpayer picking up the tab. I felt that was a gross waste of taxpayers' money and I said so loud and clear while you were all picking up the tab for me. Now I'm pleased to hear that staff training programmes of that kind have been moved to the House of Concorde. I hear that the people who are participating aren't quite as pleased as I am but I would like to congratulate the ministry on that move toward restraint. A small one but, I think, important.

Mr. Chairman: We don't want too little of that kind of restraint.

Hon. J. R. Smith: Much more pleasant surroundings too, and peaceful.

Mr. Stong: Mr. Chairman, through you to the minister, I'm interested in the bursary grants of \$13,000. Who qualified for those grants and how many? Were these for people who were training?

Mr. Mackey: That was actually an optional bursary amount. We did have a programme at one time in which we gave bursaries to psychology and social work students but two years ago a decision was made by senior management to direct all our bursary funds to native students. You'll see there are two sections. All of that money is now allocated. A decision has been made to allocate all that money to native students as a part of our native scholarship programme so there are no non-native people receiving scholarships next year.

Mr. Stong: These are native students who are training to be correctional officers?

Mr. Mackey: Any job. As a matter of fact, I have some information here you may be interested in. We have 15 scholars presently in the programme; 12 at university and three at community colleges. Most of them will be continuing next year. Nine of them, as a matter of fact, are taking summer jobs with the ministry. We have \$53,000, as indicated there, set aside for another number of scholarships next year. We've increased the amount from \$2,000 to \$2,200 and I think it's eventually going to have quite a pay-off in terms of employees in the ministry.

It's only a couple of years old. We have, I think, three or four people directly working in the ministry and four or five in related areas. For instance, a native group home in London, Ont., has one of the graduates of one of our community college programmes; a fellow who was on a two-year scholarship. He's heading up that group home. They will have an impact on the system.

Hon. J. R. Smith: The Ministry of Education in the last few years has had a very ambitious programme of training a selection of people, both young adults and older adults, as native teachers. It's had really marked success. In a way, this is sort of a parallel to that.

Mr. Chairman: Are you finished, Mr. Stong?

Mr. Stong: That's right.

Mr. Gregory: We have a newsletter. I don't know why this was instituted but could you give us some idea of its cost? Is it doing its purpose, is it building morale, is it educating staff, or what?

Hon. J. R. Smith: It's really in the information vote—the next vote, Mr. Chairman.

Mr. Gregory: I asked because it had to do with staff.

Hon. J. R. Smith: Wouldn't it be best if we explain the philosophy behind it? It's more than just a newsletter. It's a staff training tool—one of the tools, if that's the correct terminology to use. I think it would be best if we discussed that under the information branch.

Mr. Gregory: Okay.

Mr. Chairman: Is that all right with you, Mr. Gregory?

Mr. Gregory: That's fine.

Mr. Moffatt: I would just like to ask the minister to make a couple of comments about one of the problems I see. I guess it's the nature of his ministry, in the fact that it has to deal in close conjunction with the Ministry of Education in the training schools. In talking with a number of people who are employees, particularly at the Pine Ridge school, one of the things that concerns me is the kind of morale or lack of it at that particular institution. One of the things, I think, that has happened—and whether it can be corrected or whether it's a long-term thing that will require as long to correct as it did to initiate, I'm not sure—is that in a great many instances the decisions of the ministry are communicated at best in a random fashion to the people directly concerned.

The minister may recall conversations he and I had last fall when certain employees were transferred, or jobs were reclassified or terminated. What had happened was that a great deal of bad feeling crept into that facility which I'm sure none of us would want. I would like to know how it's possible for your ministry to create a better sense of feeling with those people? I might say the best way to do that is through the kind of open and candid communication with people I think we had at one time, particularly in schools.

I think now in the light of political or economic realities, or whatever, a number of people, perhaps in your ministry, feel called upon to keep decisions from the people most directly affected. I know specifically of instances where people were transferred out of one facility to another in the same ministry, and other people from other ministries were brought in, when in fact they had been notified that there were no positions available.

That kind of gamesmanship is the sort of thing that really doesn't help your ministry improve its image with the public. Nor does it help in delivery of the kind of services to the patients we might want. What I think needs to happen is that when there are openings and decisions to be made, and job classification changes, the people most directly concerned should be notified immediately, rather than hearing about it third-hand or through some rumour over a coffee klatch or whatever. If that kind of thing is still going on it must stop.

Hon. J. R. Smith: Mr. Chairman, I think Mr. Moffatt has raised some very valid points. I became the minister in October. Pending on my desk waiting for a decision was the matter of the notification required under the Act to these teachers and trade

instructors. It was extremely short notice. That in itself caused a great deal of dissatisfaction and unhappiness with training school facilities.

I met afterwards with Mr. Erickson and representatives of the union and they were very upset about it. I also met with a delegation from Champlain School in Alfred who came down. There was a great deal of unhappiness there as well. It was the changing of the guard, more or less, and they suffered through that. I gave them my pledge that I'd be very open.

There were reorganizations as you know, coming up in the new year. I think I said at the end of March that we would advise everyone. That was delayed again and eventually it came to the announcement of Grandview. We kept the schools posted along the way. All the schools were notified of what was happening, and then it was delayed for another month and so on. In fact for the closing of Grandview and Churchill House, I asked Mr. Erickson that morning if he would come up to Cambridge from Burtch, which he did. He said he was pleased with the notification this time. It was satisfactory to him and his organization.

Also directly related to this has been the real uncertainty in the training schools over which schools might be closed. Whenever I go to a school, like Champlain or Lindsay or Bowmanville, the first thing I'm asked and the last thing in and out of the car is, "Is this place going to be closed?" I can see the anxiety of the superintendent in Lindsay, for example, who moved from Hamilton to Lindsay, purchased a home and put all his school children in local school programmes. They are happy in the community and just love living in Lindsay. What a trauma that must be in the back of his mind as to whether the ministry is going to close the Kawartha Lake School and whether he and everyone else there is going to have to relocate somewhere else. That's caused unrest.

There is also an employees' relations committee at each institution. They form a forum for discussion. I would like to ask Mr. Schaefer if perhaps he could elaborate on how they advertise for jobs for teaching and trade instructors.

Mr. Schaefer: Are you specifically asking about teachers and trade instructors only or staff?

Hon. J. R. Smith: I think Mr. Moffatt wanted to know about teaching positions. He raised this question.

Mr. Moffatt: I think it might be interesting to find out just what happened when positions are available at one institution and how people at the next one down the road, who might be considering relocating or might be expecting the facility to close or whatever, would find out about them.

Mr. Schaefer: All positions at the moment are restricted to employees now in the Ontario civil service. This means that we are not recruiting outside unless a waiver has been obtained from the Civil Service Commission. We advertise positions in two fashions. One is by the normal competition process within the ministry whereby an area of search is defined. We might have a vacancy for a maintenance mechanic at Millbrook. It would be determined that in order to fill that vacancy we should advertise throughout the ministry and a competition notice would be forwarded to all locations throughout the province. Anyone who qualifies can apply for that job and would be interviewed if qualified.

The other process is through the Topical Job Mart which is the medium used by the Civil Service Commission to advertise all jobs across the entire Ontario government. Our employees are eligible to apply for any jobs that are advertised in that magazine.

Mr. Moffatt: Let's compare Kawartha School and Millbrook and let's suppose we have a number of people at Millbrook who are dealing with the children there and have a good programme built up, and because there might be a few children less in that institution next year, it might have one staff member less; so one person on staff is going to have maybe to make a decision.

[11:30]

In September the staff-student ratio is enough that things can remain in status, and then two months later we have a surplus staff member. One of the people on staff is transferred or asked to relocate, say, to Millbrook in a different kind of capacity but still in the employ of your ministry. Then, a month later, or a week later, three or four more students come back to Kawartha and another staff person would be brought in from outside. Who has first call on that particular job? Are we going to push that person to Millbrook and say, "We are bringing in somebody else"? Or does that person have first call?

Mr. Schaefer: Any employee of the ministry at any time can request a transfer to any institution or any facility that we operate.

This is usually done through the regional personnel administrator, who would keep a list of such requested transfers. These transfers are acted upon before recruitment takes place outside the government.

Mr. Moffatt: So a person in this institute, who is on staff at Kawartha, might be advised: "We are probably going to have a few people less. Therefore, we are going to need less staff and you would be wise to transfer." So that person transfers; and then somebody else comes in and fills that position if it becomes open again in, say, a week or two weeks.

Mr. Schaefer: No, the employee who went to Millbrook could transfer back to Kawartha Lakes when the position is re-established. As an example, at the Burwash close-out we transferred a number of people to locations that they may not have chosen as their first choice. Those people, once they did transfer, immediately wrote letters requesting transfers to the locations where they would prefer to live—and those are being acted upon as vacancies come up.

Mr. Moffatt: How long has this policy been in existence?

Mr. Schaefer: Ever since I can remember. I have been with the ministry for seven years.

Mr. Moffatt: So that has been the policy for seven years?

Mr. Schaefer: The policy of transfer, yes; requesting transfers.

Mr. Chairman: I have a question. Does the custodial staff level with respect to turnover remain fairly constant, and has it remained so over the past few years?

Mr. Schaefer: The turnover of correctional and supervisory staff?

Mr. Chairman: The custodial staff.

Mr. Schaefer: Custodial. In the last year our turnover has decreased for correctional-custodial staff by about 3½ per cent. I have some figures if I may get them.

Mr. Thompson: I might just say, Mr. Chairman, while we are waiting for Mr. Schaefer to pull out those figures, that the rate of loss of correctional staff was very high prior to the time of the 23½ per cent increase in pay, which someone mentioned in our last discussion. That happened a year and a half or so ago, and that, I think, had a significant effect both on retentions and also on acquisition of

people who are more likely, then, to remain with us. That was a factor; and certainly the changing economic climate of the last year, I am certain, also has been a factor in people being less likely to try to move on. Fewer jobs available out on the market.

Mr. Schaefer: I have the exact turnover figures for staff. It is 11½ per cent now, for custodial staff.

Mr. Chairman: The turnover is 11½ per cent. What was it the previous year?

Mr. Schaefer: It was 16 per cent.

Mr. McCague: Mr. Chairman, a couple of questions, please. It was mentioned the other day that correctional officers had received a 23½ per cent increase; and the minister seemed to take pride in that. The question is: Does that apply across the ministry?

Mr. Schaefer: The 23½ per cent that was mentioned was for all correctional officers in categories 1, 2 and 3, and I believe the 4s as well. There was a reduction beyond that level in percentage terms.

Mr. McCague: In my area there are a couple of camps—Camp Dufferin and Camp Oliver—and I think they started out as camps for first-time offenders. As time went by, you had some third- and fourth-time offenders in those camps and only one person on duty at nights. I understand that has been corrected.

Hon. J. R. Smith: Yes, it's been changed.

Mr. McCague: I think the argument that was given at that time was there was a resident person, plus one person out on the job, and that there were in fact two people on duty, which of course wasn't a strong argument. My question is, have you now two people on duty at all times in all such camps?

Hon. J. R. Smith: There are always two on duty, Mr. Chairman.

Mr. McCague: Now?

Hon. J. R. Smith: Yes, at night there is a minimum of two.

Mr. Breaugh: Mr. Chairman, at the last session I asked for some information about curriculum for staff training; I haven't received that at the office yet, and to my knowledge it hasn't been read into the record. I wonder if we could have that information now?

Mr. Mackey: Mr. Chairman, just prior to commenting on that, I do want to make reference to the previous question on redundancy of teachers. I have in my hand the collective

agreement for 1975-1976 between the Provincial Schools Authority and the teachers, and there is an extensive section here covering all aspects of redundancy and guaranteeing a considerable period of advance notice for any future activities in that area.

On the question of staff training, we probably have a couple of dozen curricula. For example, in the field services area of probation and after-care, I have here the professional development course, which I am sure Ms. Sandeman is familiar with. This is the new, updated version and it would take the rest of the morning to go into it. I will make these available to you.

As indicated the other day, I have outlines of the five phases of the supervisor of juvenile and correctional officer basic training and orientation. I don't know to what extent you—

Mr. Breaugh: If I could interject, Mr. Chairman, the point is that I simply asked for that curriculum so I could have the opportunity to take a look at it; I haven't received it yet and I would very much like to see that.

Mr. Mackey: We will certainly make sure you have have it. As a matter of interest—

Mr. Breaugh: That's what you said the last time.

Mr. Mackey: I am sorry; I don't recall having said that, but I would be very happy to make it available to you. I did note in Hansard that there was some reference to the fact that I offered it to Ms. Sandeman, but I wasn't aware that any agreement had been made.

As a matter of interest, in the basic training for correctional officers, which I think is a pretty fundamental issue, I might outline what they get for seven days during their first 15 days. They start off with a section on human growth and development—age, stages and maturation; social development; personality types, influences and effects. And there is a whole series of methodologies—readings, films, discussions and what have you. The second section, on behaviour of people in institutions, covers types, characteristics, effects, personality types in institutions, coping, techniques in dealing with people, attitudes, relationships between staff and the resident, resident and resident. And there are more films, discussions and senior staff visits.

All the goals for each unit each day are laid out quite specifically. For instance, in this case the goals are, "Knowledge and understanding of institutions and their effect on

humans; know and understand personality types and possible coping methods; knowledge and understanding of relationships from roles, and problems and strengths."

In the third section you get into criminality: What is crime? Who are criminals? Theories of crime causation; introduction to penology. These are for your basic correctional officers in their first 15 days with the ministry. This is a two-week intensive course, and it goes on at some length.

Mr. Breaugh: Okay. Perhaps I could clarify the reason for the question. In our area there was a front-page story in the local paper that a grand jury had visited Pine Ridge and subsequently had met one of your clients, I suppose, at Whitby Psychiatric Hospital. When they met the boy at Pine Ridge, the boy was in a rather bad state. He seemed quite relieved to get into Whitby Psychiatric Hospital. It struck me that there were some fundamental problems there in trying to deal with that kind of child and that the situation at Pine Ridge certainly was not being well handled—according to the grand jury anyway. I wondered, in terms of staff training, did you have people there—to be blunt about it, what happened in that particular case? I imagine the minister, shaking papers there, has a response.

Hon. J. R. Smith: I'd like to read the grand jury report because it was alluded to yesterday in the question period and had not been received by my ministry. We phoned yesterday after the question period and obtained a copy of it from the Sheriff's office. This is the report:

When checking the holding cells we met a young boy who was very upset. He was being transferred to Whitby psychiatric for observation. By coincidence we met the same boy six days later in the Whitby institution. Found him to be very happy in the new surroundings. On talking to the boy it was our impression that he was afraid to go back to Pine Ridge. His counsellor said he was a good boy. He did everything he was asked to do.

Mr. Breaugh: Could we have some comments on that because certainly in my area that is a pertinent problem?

Hon. J. R. Smith: Yes, I think Mr. Carter could reply.

Mr. Carter: Mr. Chairman, would you have me give my name? Glenn Carter, the executive director of the juvenile division.

We took this report yesterday over the phone at approximately 4 o'clock from the sheriff of the county so it is very fresh to us. This morning I have had a verbal report over the phone from the superintendent of Pine Ridge school who has indicated to me that the boy in question was a very disturbed boy, one we have had some difficulty with and other agencies have had some difficulty with. Our intent from the beginning has been to have this boy placed out of the ministry into a psychiatric facility, which in this case became Whitby. Subsequent to that, the boy has been moved on from Whitby to a Browndale unit and this occurred yesterday. Those are the bulk of the details I have at this point.

I have some impression here that the boy was difficult to the point of requiring protective custody and he had to be removed from the main body of the school. As I look at the name of the boy, it is a case I am aware of and have been aware of for some time in terms of being a very difficult case.

Mr. Breaugh: Okay. Setting aside that particular boy's case, which I really wouldn't want to go into at all, how about someone explaining to me how something like a grand jury could come up with that impression, having visited your school and being familiar with that particular situation? My problem really is we are sitting here trying to look at paper, and very slim amounts of paper in fact, and not having much background.

It has been my experience that grand juries are not really very vicious people and most of the reports I have read from them usually say that everybody is doing a fine job, the place is nice, it could use a coat of paint; and that is about it. By and large, they do not submit tough reports. They tend to be a little on the lenient side.

I am concerned about the impression left with them—and certainly the one now in the public mind in that area—over the kind of facility you are running and the kind of staff operating at Pine Ridge and in particular their inability, if you like, to deal with this one situation. Perhaps you have given a reply which says the situation has been taken care of. Aside from that, I have some concerns that if the staff training were what I would guess it ought to be in that particular situation, the grand jury would not have had that impression. Could I have a response to that?

Hon. J. R. Smith: I think I have had similar experiences myself. I recall one Sunday I happened to be in Guelph and I took

the opportunity to drop into Hillcrest school. I am not too happy with the visiting facilities there. They are really inadequate for families visiting their boys and we hope to do something about that. For everyone to see, was a young lady sitting there with a boy, about a month away from his 18th birthday. This lad was obviously very distressed emotionally and the sister was there virtually—so I went over to talk to them and there was a feel of family stress. The woman was in tears. Her eyes were swollen. It was a very moving situation. It was the boy's sister who had come some great distance to see her brother. The lad had had a drug-related problem and it was really pathetic. He was being transferred to the adolescent facility in London the following day, and yet he was terrified what was going to happen to him when he turned 18. He obviously was not in control of himself. So it's easy to see how the grand jury would meet a boy such as this, because undoubtedly there are people like this in all these institutions. Many of them are health related problems, not necessarily correctional problems.

[11:45]

Mr. Breaugh: Okay, let me pursue this point a bit, because I think it's certainly an important one in terms of training staff and the kind of professional services that you offer.

I spent part of last Friday afternoon with a lady in my constituency office, and again, setting aside the specifics of the case, she happened to have a son who had spent some time in one of your institutions and is now in a home setting, still under your care.

Her impression of the entire system is that it was working directly against her, that it had taken her child away from her, that it was not allowing proper visiting rights to either her or to her family, that it was totally biased in that case, that her son was not receiving good care, that her son was not looked after properly; he was into drugs and alcohol and theft and a number of other things while he was supposedly under your care.

The lady might be right, or the lady might be wrong. The pertinent point, in my view anyway, is the impression that she has of the kind of care that her son is getting from Correctional Services. Surely the old adage must hold true for you too, that you must not only provide good care but the public must be convinced that that is actually happening. You must not only do it, but you

must be seen to be doing it. In her instance at least, that was certainly not true.

What are you doing, in terms of training your staff, or in terms of having those people relate to parents who have kids under your care, to see that you're doing a good job and that their needs are being met? I hope you are going to convince me that all of the things this lady told me are absolutely wrong and that that couldn't possibly happen while the child is in your care.

Hon. J. R. Smith: I'll ask Mr. Carter to elaborate on the new staff training for juvenile supervisors.

Mr. Carter: I don't know the merits of the case, Mr. Chairman, but in terms of staff the ministry, consistently over the years, has emphasized that the backbone of the ministry is the staff and not the facilities, as some people might think. There have been great changes in staff, I'd say, in the last five years certainly—the quality of staff, the education levels of staff, but more particularly I think the experience level of the staff.

I guess my impression as to the question raised—and it's a frequent occurrence and I've just spent some time this morning speaking to someone about it—is that most frequently the input we get consists of negative impressions from individuals, and the positive impressions of clients who have left us do not emerge. For every one or two or 10 cases that come forward of a negative nature, I'm convinced there's 100 or even 1,000 out there where kids have gone back into the community, are quietly out there in school or working, etc. When these issues emerge we do not have these positive cases rushing forward to identify themselves, for obvious reasons, but I know there are some very well placed individuals out in the community who have passed some time under our care.

As to the merits of the individual case in question, I know I have cases referred to me by parents or individuals concerned, and I'm always willing to have input so I can look into cases individually.

Just to return to the minister's comment, in terms of training and quality, educational levels of staff etc., there's a remarkable change I would say in the last five years. The age balance of staff now is much different from what it was years before, and the distribution of male to female staff in many of our institutions has changed dramatically in the last five years. All of this goes toward creating this better balance, let's say, of care.

Mr. Breagh: Okay, well in terms of some problems that I might see. One is where your staff is working in an institution that's identifiably yours; I would see some mechanisms there for reviewing the performance of the staff or for putting that kind of staff training that you have alluded to but haven't yet produced into effect. What do you do in group homes? What kind of staff training goes on there?

Mr. Carter: Mr. Chairman, by way of some background, the group homes number approximately 40 and are on a contractual arrangement with the ministry. For every four to five homes we have an area co-ordinator who works directly with that number of homes and with the staff in them. It is a requirement of homes to hire staff qualified in child care, and it is a requirement of our area co-ordinators to ensure that these standards are met.

Staff training in many ways falls to the operators of these homes, but with the good ratio of a co-ordinator for every four or five homes we can be on top of situations extremely well. In some ways the quality of group home programmes is somewhat less dependent on intervention from the ministry than you would have in training schools.

These are homes in the community. We want a home-like atmosphere. Ideally—and I think our figures would bear this out—we want a parent-type of atmosphere there with a husband and wife team.

What we are trying to do is return a child to that type of environment and the training that would go along with that environment would be that which we would find in any home where you have foster parents: A reasonable level of understanding of child care but certainly not the level of sophistication that would be required in a closed institution. These children are going out daily to school or to work. As far as possible we are trying to present a very normal home atmosphere.

Mr. Breagh: You see that ideal as being a strength and a weakness at the same time, if it can be that. I would appreciate that you are trying to make it into a kind of normal family situation, but I would also appreciate that the kids you are dealing with are not necessarily ones that can cope with a normal family situation. Although I would be in favour of group homes in principle, I suppose, I have some concerns that I do hear some rather frightening tales about what happens there. I have some concerns that if you take two or three problem kids and put

them under the care of anybody, whatever the staff ratio might be, are those people really able to cope with that situation any better than the kids' original parents could?

What do those kids do during the day when they are away? Where do they go? What kind of controls are there then? Is it a boarding house or is it a service past that? Surely it has got to be more than a boarding house, and if it is a service past that, is it a co-ordinated service? Are they doing the same kind of things in all the homes? Are there differences? If there are experiments being tried, are they monitored? Are they sensible kinds of experimentation? It strikes me that at that point it gets to be kind of a loose arrangement and I have some concerns about that. Could you respond to that in any way?

Mr. Carter: There are about four or five questions and I can try to put them together in my head.

First of all, our group home operators, or group home parents, are special people in terms of their abilities to deal with our children. I agree with you, our children are different—in many cases much different—from children under other agencies or other care. We do have some children in boarding homes and I am not referring to boarding homes here. I am talking about children in group homes under contract to the ministry.

These homes are not boarding homes at all. The children are there in a defined programme. It could be a programme of school education, or it could be a work programme where they are in the group home and are going to work.

In terms of qualifications and their suitability to work with these children, the operators certainly are suitable. You have certain fears you are expressing, and I come back to a statement which I am prepared to make these days. I think the only way we can arrest these fears early is by an invitation to see a group home and see the type of children, but more particularly see the staff who work there.

Just this morning I was speaking with a media person about her impressions of our juvenile system and most particularly training schools. I was saying to her that it is just not possible to get a good sound impression of our system by a short visit to one facility. One has to see a number of facilities, and more particularly the various programmes that we have—not just in training schools, but in probation, group homes, etc.

In terms of experimentation and homes differing one from the next, I think this is certainly a strength of the system. We have 35 to 40 homes, many of them are different, one from the next—different types of parents, different attitudes in terms of discipline and this sort of thing—where we, in many cases, can meet the needs of particular children by assigning them to particular homes.

We do experiment; we are experimenting in one home right now with what is called the positive peer culture programme. It may be a success, or it may be a failure, but we are experimenting and we are evaluating. I can only say very strongly that the only way to get a good sound impression of these places, including training schools, is to visit them.

Mr. Breaugh: Mr. Chairman, if I could pursue this one more time I will then leave it alone for a while.

My concerns are not really based on public impressions. I happen to have done a fair bit of work with kids, supposedly at the preventive stage. It was in a similar kind of situation, where there were volunteers from the community and some social workers—both highly-qualified people and some just plain, ordinary people who were interested in working with kids. Some of the kids were former clients of yours, and I am sure some will be future clients of yours, because they didn't all succeed.

I found in that particular milieu that we were trying to work that it was very difficult, because each person came to it with a different perspective and it was a rather disjointed effort I found in the end. In some cases, professional people had no success at all with these kids. They had a very fixed perspective on what to do and how to do it, and these kids didn't fit into that. In fact, some of the success we had, frankly, was just with ordinary people, such as workers out of General Motors, who had some interest in kids and were able to establish some kind of good rapport with them.

But, in general, we found it very difficult to say whether anything worked or didn't work. We knew that with some kids we were successful; with others we were not.

I have some concerns in transferring to that kind of a situation, which is not far off from what is happening in group homes—that kind of a milieu anyway. To say that you were succeeding or not succeeding was very difficult. All we could say, frankly, is that we were trying and we were working with kids. We were filling a vacuum that certainly no one else was willing to approach.

We ran the gamut from large drop-in centres, with a lot of kids coming in and a lot of professional social workers there, to small groups, to one-to-one stuff. At the end of it all, none of us were quite sure whether any of it did anybody any good, except those people who volunteered their time. They certainly felt better about it from time to time—and on the other hand, they felt very frustrated as well from time to time.

I have that nagging doubt, if you like, that none of it did much good for anybody, except maybe conscience-salving from time to time. It is that nagging doubt, I suppose, that raises these questions in my mind as to whether that is a valid approach for the Ministry of Correctional Services to use and whether anybody of an ongoing professional status is monitoring the situation to really see whether that is a sensible approach; whether it does produce good results; what percentage works; what percentage doesn't work; and how you monitor that situation. Because if we are moving in that direction, and I suspect we are, we ought to first have some indication that it is the right direction to go and that that technique works. I really must say that I don't have any hard-core evidence to say that it does work.

Mr. Thompson: Mr. Chairman, I think it is worth making the point that we are not of the view that we want to go entirely into group homes and entirely out of school facilities, or entirely into foster homes—or any other one of the many many kind of intervention forms that are attempted.

I suppose that in the ministry we find it as difficult as you have expressed it in your own experience to evaluate just what the output of any particular programme area might be. But I think the research discussion that we had at one of our prior meetings is at least indicative that we are taking a hard look at some of the programmes and, in fact, changing some that look terribly appealing and look, on the face of it, as though they would be very productive for our young people.

[12:00]

I think the important thing to see in the area of group homes, as well as these other programmes, is that they fit the needs of a particular youngster at a point in his continuum of wardship with us. So probation may be adequate for a great many youngsters or supervision in the community or in a foster home or in their own home or in a group home. Any of those various forms of care might be useful at some time or other for a particular youngster. I think this brings us

back to the great need for evaluation of the person as he is flowing through the programme.

That is a critical area, I think, of the need for the training of staff in group homes or anywhere else—so that they are fairly good at evaluating the needs of the person at that time and where he could flow backwards or forwards, if one wants to look at it that way, in the system. That may be our main need and the need certainly in terms of trying to help parents to understand what we are doing with their children, to have them see the needs for different levels of control, external control and so on at different points in management with the youngster.

Mr. Chairman: I think we are beginning to stray a bit into another area, the problems with respect to juveniles. I think we should begin to stick on this one a bit. Mr. Stong.

Mr. Stong: Just before Mr. Carter leaves the microphone. I do have some questions of Mr. Mackey, but although it is difficult for me in most cases to defend the policy of this government, on this particular issue, group homes particularly, I not only defend it but I will do everything I can to promulgate it, particularly the emphasis on family settings. Speaking from my own personal experience, in 1972 I had 187 brand-new cases that I defended and the accused were aged 14 to 18. Of those 187, only two of those offenders attended my office accompanied by both parents. Most of them had their mothers there, but the fathers were nowhere to be seen, if the offenders were living with their parents.

Ms. Sandeman: Maybe they were at work.

Mr. Stong: I really am a heavy sponsor. Whatever those statistics mean, I don't know, but from 1972 I began to take an active interest in the group home idea of correction.

These children obviously were not being backed by both parents before the courts. When you inquire into the background of their family setups and relationships, you find that they are lacking and there is no dominant male influence in most of them. Maybe the group home setting will be where they get that required influence. That is why I am prepared to back it.

I think if we clothe our group homes with the proper authority and the right to enforce discipline, curfews, schooling, jobs, that type of thing, it is in the family relationship that I think that correction can best be made.

That is all I wanted to say with respect to this area, but I did have some questions for Mr. Mackey.

Mr. Chairman: Go ahead.

Mr. Stong: First, Mr. Mackey, I would like to have a copy of the training curriculum as well. You referred to the agreement that had been reached with the correctional institution teachers. What is the status of that agreement now and the ministry's attitude with respect to taking this matter to the AIB?

Mr. Mackey: I don't believe it is the ministry that takes it to the AIB. I think it is the school authority.

Mr. Stong: Yes, but hasn't the school authority requested that the ministry accompany it?

Mr. Thompson: I think we probably could call back on Mr. Carter again who is on that school authority.

Mr. Stong: I am sorry, I thought it was Mr. Mackey. He had mentioned the agreement. I'll speak to whomever can answer that.

Mr. Chairman: Mr. Carter.

Mr. Carter: I am going to need two heads for the hats I'm wearing these days. I am sorry, I missed the question. It was about the AIB?

Mr. Stong: Yes, I am concerned with respect to the request by the correctional teachers to be accompanied by the ministry and to have a policy statement from the ministry with respect to this agreement you have reached.

Mr. Carter: My function with respect to the provincial schools authority is that I am the vice-chairman. As may have been brought up earlier in response to an earlier question, teachers on contract with ministries are actually on contract with the provincial schools authority.

It occurs to me you have to demonstrate or show the difference between what is its relationship with the ministry and what is its relationship with the provincial schools authority. When it comes to bargaining issues involving working conditions and terms of employment, teachers are on contract with the provincial schools authority. Therefore, in effect, if anyone is going to accompany anyone anywhere it will be the provincial schools authority and not the Ministry of Correctional Services. Administratively and programme-wise, the teachers fall under our direction, but otherwise, in terms of this col-

lective agreement and issues involving salary, etc., it's the provincial schools authority.

I must confess it's been at least one week since I talked with the chairman of the authority and I'm not familiar with the stance the authority is taking at this point in time with respect to this agreement and where it's going. I am aware, of course, of the steps and all the bargaining and our mediation and what have you. I am aware there is representation by the teachers to the AIB and some request, as I gather, from the PSA and the ministry for some response. I can only say, regarding the ministry, the teachers are on contract to the authority and in effect it's up to the authority and probably the Ministry of Education to respond.

Mr. Stong: As far as this ministry is concerned you do not intend to take any stand?

Mr. Carter: I think our stand, through to the authority, in terms of the Act in question, is since there was mutual agreement required regarding arbitration, the ministry and the PSA agreed to arbitration. The arbitrator came down with an award, so in effect that is being supported; that is the function of going to arbitration.

Mr. Stong: When does this contract end? What is the date?

Mr. Carter: The end of August, and then we're back for a new one on Sept. 1.

Mr. Stong: Have you begun to negotiate on the new one yet?

Mr. Carter: With the rest of the authority I have met on one occasion with the new teacher committee.

Mr. Stong: What security is there for correctional institution teachers when section 8 of the Ontario Training Schools Act is repealed?

Mr. Carter: We talked the other day about planning within the ministry, planning with the division, and certainly that was one issue which had to be included in terms of planning—the phase-out or change of institutions. We've made decisions now, based on what we see as the future inclusive of section 8, and unless there was some dramatic change in training school admissions I can't see any impact except for what was Dr. Potter's earlier commitment—as I recall Hansard—that White Oaks Village, which is a school near Hagersville, might flow from the Ministry of Correctional Services to another ministry.

No decisions have been made on that, but that statement has been made in Hansard, in which case I would see teachers employed at White Oaks Village merely changing ministries but still staying under the same authority. One can't judge—I can't judge, of course—how another ministry would organize an institution in terms of staff complements etc.

Not wanting to end there, though, in the past when the Ministry of Correctional Services took steps to alter institutions and phase-out the teachers, teachers only had the opportunity for placement within the ministry. The ministry, of course, would endeavour in those times also to place teachers with outside boards. We did assist teachers. Now teachers, since they're under contract to the authority, have some access to all those other teaching positions in the Ministry of Health, Comsoc, etc. Our teacher establishment is much smaller than in these other ministries.

If we consider issues of phase-out of teachers, we have the provincial schools authority making the decisions to cut teachers but also assuming some responsibility to relocate teachers in other ministries if this ministry can't come forth and find vacancies.

Mr. Stong: Is that part of the agreement, that this security of tenure be protected? Is it written into the agreement so that the teachers have some kind of security?

Mr. Carter: There are various steps and stages there for the phase-out of jobs. There is a tenure issue there. I don't have the details right in front of me.

Mr. Stong: I also understood you to say that this agreement was based on the inclusion of section 8. That means you are indicating that section 8 will prevail and not be repealed? Maybe I am mistaken, I don't know.

Mr. Carter: No, the issue of section 8 has nothing to do with this agreement. I am speaking in terms of our planning within the ministry and the division for the future of institutions and programmes, etc. We were aware of changes in client counts and caseloads as a result of judges responding and reacting to the repeal of section 8.

Mr. Stong: Okay. I follow what you meant earlier there, but what do you have to say with respect to security for the teachers? What is going on, with this transfer from ministry to ministry, so that these teachers know?

Mr. Carter: I could read out what this agreement says. I know the intent of the agreement and I know our past experience with phasing out of teachers.

Mr. Stong: If a copy of the agreement was supplied to me I would be satisfied, and rather than read it, if you just give us your interpretation of the intent of the agreement, for the purpose of Hansard.

Mr. Carter: My interpretation of the intent is that as ministries respond to redundancies in the civil service, ministries will respond to the utmost to place teachers. They will hold vacancies and they will make policy decisions well enough in advance so that teachers can be placed within a ministry and can respond to media advertisements from outside boards, and I go on past practice when I say that.

In the last round of redundancies within the Ministry of Correctional Services we did extremely well in placing staff, and in some cases we held civil service positions and assisted staff in changing career lines to stay in the ministry.

I was involved, of course, from the government side in the drafting of the content of this, and I am convinced that it goes a long way to meeting the needs of the teacher group.

Mr. Stong: Have the teachers had any indication from other ministries that they will be respecting what this ministry is trying to do?

Mr. Carter: In terms of redundancy?

Mr. Stong: And in terms of accepting any overload, or caseload, of teachers.

Mr. Carter: I am not aware of any. Annually, from my experience—and Mr. Mackey would know better—there is a turnover of teachers, just a general turnover, a certain percentage, and it's my impression that that percentage turnover will in many ways respond to redundancies occurring in any given year. For example, if redundancies were to occur at this time, I would see vacancies occurring in the fall in this ministry and other ministries that would go a long way to meeting the redundancy problem.

I think when we are talking about teachers, we are talking about special areas, special qualifications; you can't convert a teacher with this type of specialization into a teacher of that type of specialization, which might be the one required. So we have to keep that in mind.

Mr. Stong: All right, that satisfies me right now. Thank you.

Mr. Chairman: Ms. Sandeman, do you have something?

Ms. Sandeman: No, I will pass.

Mr. Chairman: Is there further discussion with respect to staff training and development? Item 6 carried. Item 7, Information Services.

Hon. J. R. Smith: Mr. Chairman, before we proceed into this item, I would just like to reassure anyone who might have any initial illusions that we have a large information branch. In fact, library services are included under this vote, so that accounts for the amounts. Traditionally, part of this vote should really be separated, but we will undoubtedly get into that later on in the questioning.

[12:15]

Mr. Stong: When I look at the figures, Mr. Chairman, I see that the estimate for 1974-1975 was \$392,100 and the actual spent was \$381,400, the estimate for 1975-1976 was \$1,074,000, and then the estimate for 1976-1977 is \$506,000. Why did the estimate increase so greatly in 1975-1976? It almost tripled from 1974-1975, and yet 1976-1977 is halved.

Hon. J. R. Smith: It's a United Nations conference of half a million dollars. The United Nations conference—

Ms. Sandeman: Which didn't take place. What happened to the money?

Mr. Stong: It was only an estimate.

Mr. Algar: What happened to the money? Well, it wasn't spent. In actual fact, it was transferred to the adult division, with the permission of Management Board. We did overrun in the adult division; our costs were very high, as you know, and Management Board permitted us to convert to that programme.

Mr. Gregory: Mr. Chairman, going back to a question asked a little earlier in regard to the staff newspaper, I was wondering if I could be given a general outline of its purpose, what type of thing it covers and what the response has been.

Mr. D. W. Kerr: You also asked earlier, Mr. Gregory, how much the newsletter costs. It's a bimonthly publication, and it costs approximately \$1,000 per issue. That is for

8,000 copies, approximately 6,000 of which go to employees. We also provide copies to all the judges in the province, the Ontario Provincial Police, the police chiefs in the province, various social agencies such as the John Howard Society and Children's Aid Society, and some other correctional jurisdictions that have requested it, as well as other people such as hon. members of the House.

In regard to what we're trying to achieve there and what the response has been, as you know we have some 70 institutions and a large number of branch offices and field offices spread from Kenora to Windsor to L'Orignal and Cornwall. I am the editor and write a fair number of the articles in there. I would say the goal is to try to achieve an esprit de corps among staff, to keep them informed about what's going on in the various areas of the ministry, to try to tell them not only what's going on in other areas but to give fair representation geographically to what's happening.

The emphasis in the stories—and obviously you have read it—is on the line staff, on the people who are doing the day-to-day jobs. Any type of story we do tends to have quotes from correctional officers, probation officers or supervisors of juveniles, rather than a heavy emphasis on perhaps the professional staff who are overseeing it, because these are the people who are responsible for the programme and make it work. I could go on at some length but, in terms of the response, I generally think it's been very good. I think it has grown as we have gone along. We have a staff cartoonist, and we've tried to make the articles very readable and identifiable. Each issue, although the newsletter is not broken down into areas, does give representation in some way or another, in the types of stories we run, to the various types of operations we have in the ministry.

As an example of the kind of thing we have done in there to show what it's like to be on the line and doing the work, I've gone into Toronto Jail as a correctional officer and reported that, I travelled as an inmate in handcuffs on the bailiff's bus from Windsor and tried to convey—

Mr. Gregory: What did you do?

Mr. D. W. Kerr: Pardon me?

Mr. Gregory: What was it you did?

Mr. D. W. Kerr: Impaired driving. But the focus there is to say, "Here is someone doing something" or "Here's what it's like to do this kind of a job." One of the more recent

stories covered group therapy at the Ontario Correctional Institute, where staff are dealing with child molesters and other people in the group. I wrote the article and I happened to be there to see some of the hostility and some of the group inter-action, which I thought, was very useful for other people to see, who don't get a chance to work there.

There are a lot of secretaries working in the government, for example, or clerks or other people who don't get out to see the field. I think they are going to be more interested in the ministry if you provide them with the kind of articles which are very readable. Therefore, when they read an article on Guelph and the next time something comes across their desk that is about Guelph, or wherever, it is, they have a feeling, I hope, of some of the work being done there and a better understanding of what this document they are now handling means. I don't know if you have other areas—

Mr. Gregory: Is there any attempt made at obtaining feedback through questionnaires to the staff, the suggestion box type of idea?

Mr. D. W. Kerr: No, we haven't done that. It is something I have thought of at various times. One of the things in there is a people page. It just has profiles of staff, not what they do in corrections but what they do as individuals. That was directly a result of asking people what they were interested in other than their work.

When you work in corrections you also have other hobbies and you are also a human being with certain interests. I was trying to acquaint people with kindred spirits in other parts of the province by saying this person is a probation officer but he also raises husky dogs, or something like this. That is the one area where we did send out a questionnaire, to ask what people were interested in.

But we get a flow of letters from time to time from people commenting about this and saying, "Why don't you do this kind of story and that sort of thing?"

But it's a good suggestion. I have thought of putting up a page and saying, "What would you like? You tell us."

There are several other forums within the ministry, as you may be aware. There is also, not published by the information branch, a correctional volunteers publication. The probation officers had a forum before they joined the ministry which they have maintained, a publication which performs a different function, I think. Often they have debates in there. Someone writes an article

and then someone responds. We really don't have the space for that.

Mr. Gregory: Commenting on a question the present vice-chairman asked earlier regarding communications, I think you were speaking about a woman who was not quite aware of what was going on. I am not suggesting these be sent out to the entire populace bimonthly, but possibly this could be a means of extending communications so there would be a better understanding amongst the public of what goes on.

Mr. D. W. Kerr: We have a fair number of rather inexpensive folders and publications that anyone who makes inquiries of us can receive. We did quite a few of those although I must say I was checking on it the other day, visualizing being here, and the biggest number of people writing are students who seem to be involved in projects. That flow is as high as 10 or 15 letters a day. But there are also mixed in there people writing for information. My personal view, and I try to encourage this, is that our staff in the field should get out and be available when there is an opportunity to speak to any sort of group.

Hon. J. R. Smith: Mr. Chairman, I have noticed, particularly at Hillcrest School, the children seem to be quite aware of correctional update. So it must be not a written policy but just a natural thing that very often staff members pass these on just for reading material. I think that is something that should really be encouraged. It is a very good suggestion, Mr. Gregory. Perhaps there could be a box where they write in suggestions.

Mr. Gregory: Could this newsletter be made available to anyone who subscribed to it if they wrote in and said they would like to receive this publication although they weren't involved in the ministry?

Mr. D. W. Kerr: If someone asked to be on the mailing list we would do that. We do it now.

Mr. Gregory: I see.

Mr. D. W. Kerr: I would like to pursue your question, the question which relates to one which I think Ms. Sandeman did not get a full answer to the other day, although I spoke to her later about this whole matter of people being informed. She mentioned she had had three young people come to her office and express an interest in working in the probation field; she asked if there was

information or literature. I did speak to her after that meeting and pointed out that there was.

In terms of getting out into the field, a number of our probation offices have asked that they take just a small booth at local fairs. They do take part in career days at schools and that sort of thing. We're really a very small branch, the information section, and we are sort of a do it yourself branch. We came up with a number of standing three-cornered displays which we are going to provide to those probation offices and other staff in the field and we've informed them that these are available. They are standup displays about the ministry with certain information. Also we would provide them with a supply of various publications they can take out.

Sudbury is a good example of where our staff is very active, going out and talking to the people. They might go and talk to, say, 200 in a situation although they wouldn't give out 200 pamphlets. I don't think that would really be economic or desired but they would say "anyone who wishes" and perhaps give out 25.

Mr. Lawlor: Mr. Chairman, I have a couple of little bones to pick with the minister. I haven't any idea whether there is any meat on them or not but we'll find out. I thought it was better to vacate the chair for this little episode.

Did the minister order 5,000 personal Christmas cards from Maplehurst Correctional Centre last Christmas and charge it off to the ministry?

Hon. J. R. Smith: Mr. Chairman, I don't know the exact number of cards. Some were for my personal use and I paid, I think, for half the stock of the paper to Buntin Reid in Toronto, from whom they were ordered, in the amount of \$275 or \$265. The rest were for ministry work.

Mr. Lawlor: How many would you have sent out under ministerial?

Hon. J. R. Smith: I think it was approximately 2,500 or 3,000 cards.

Mr. Lawlor: My Lord, you have a lot of friends.

Hon. J. R. Smith: I try to. In the past, apparently, it was customary for the minister to send out a letter to all the institutions, volunteers and other groups. This time, I sent out personally-signed cards.

Mr. Lawlor: Has that been the practice of previous ministers to your knowledge?

Hon. J. R. Smith: Previous ministers? I checked and last year Dr. Potter had a personal card. I don't know what numbers were printed. It was a commercial card. I wanted to give emphasis to some aspect of the ministry's work, one which I thought needed some particular recognition and support, from among the correctional resources centres. When I was visiting Windsor, the Millhouse CRC, I approached the staff to see if they would be kind enough to submit a design and a text for that card, which they kindly did. On the matter of printing, the Maplehurst graphics department print shop was setting up and they undertook to print them there.

Mr. Lawlor: Do you have any idea what the costs were?

Hon. J. R. Smith: The actual printing cost?

Mr. Lawlor: Yes, does any member of your staff know that?

Hon. J. R. Smith: It seems to be a rather—the hours of instruction involved, the inmates—this I don't know.

Mr. Lawlor: Did the minister rent some costumes for a private party for Dick Potter?

Hon. J. R. Smith: I rented no costumes. I wore my business suit.

Mr. Lawlor: I have information that a costume rental company in Scarborough has submitted an invoice and was paid through your ministry for some costumes. I don't know what the costumes were. I'm trying to find out.

Hon. J. R. Smith: It sounds bizarre to me. I haven't heard anything about it.
[12:30]

Mr. Thompson: Mr. Chairman, there were costumes rented and they were paid for privately. I was in one of them—

Mr. Lawlor: What were you in? What did you look like?

Mr. Thompson: We were dressed up in a mock prison costume as part of a gathering that was honouring Dr. Potter at the time he left the ministry—or after that time, I guess it was.

Mr. Givens: Sounds like a bad scene to me.

Mr. Lawlor: Striped uniform? Yes, I see. Road gang sort of thing?

Hon. J. R. Smith: I think Mr. Lawlor would appreciate that.

Mr. Lawlor: And you say they were paid for privately?

Mr. Thompson: Yes, sir.

Mr. Lawlor: Okay, I shall resume the chair.

Ms. Sandeman: I would just like to make a few comments on the production by the information service of this ministry. I really think information, in many cases, is a misnomer—it's a PR job. The information that's disseminated is kind of Pollyannaish. "All is well; we're all having a great time in Corrections Services" I think, for instance, in the ministry newsletter you were referring to, I'd like to see a forum in there, as well as the kind of thing you talk about—about the probation officers raising the husky dogs and who's having a barbecue. Couldn't it be a forum for some discussion among correctional officers, among community workers of some of the problems they have in Correctional Services?

Everything is not always easy; it's a difficult job to do. Sure, they like to know who's giving a party, but I think people would also appreciate a forum to discuss their common problems.

I wonder why you had to dress up and go on the grey goose and tell how it felt? Why not let one of the inmates, or many of the inmates or many of the wards, contribute to Correctional Update? If you really want to give a picture of what's going on in the ministry, let the inmates speak. Don't tell us what you think they think; let them say what they think. And let them say so freely and openly. That's part of the problem for the correctional officers in the community-based staff—how the inmates are feeling. Let's have much more real information and much less PR in that Correctional Update.

I just cannot understand the purpose of this little booklet, Training Schools in Ontario. It reads like a prospectus for private schools. But the thing is, of course no parent in this province has the choice of choosing one of these delightful schools that's described in here. When I read this I feel like saying, "Gee, Mr. Smith, could you make room for my three teenagers in your beautiful schools?" But, of course, that isn't what it's for. No parent or child is allowed to choose to use the facilities of that school.

It's really not information, it's a PR job, isn't it? It is to allay the natural fears, I think, of the public as to what goes on in correctional institutions for juveniles. I really

wonder who the audience is for this? It's certainly not the mother Mr. Breaugh described, who is so concerned about what's happening to her child—because her perception of the training school is certainly not the glowing perception outlined in here. I really wonder who it is for?

I do wish to draw to your attention some phrases to which I take great exception in these two pamphlets, *Volunteers in Action* in Probation and Aftercare, and *Volunteers in Action* in Training Schools. These were available in the office in which I worked, and my concern was shared by other members of the staff—and I'd like to share it with the information staff at this moment. I'll read to you these phrases and see how you react to them. The audience for these pamphlets is clear; it's prospective volunteers. I think it's good that there's some kind of written thing that you can hand out to people; but just listen to this.

They ask if you want to share an interest, and suggest that if you do you can find rewarding involvement as a volunteer in Correctional Services. This is what I take exception to:

You can become involved on a personal basis with someone who so far has not succeeded in life and who, with you as a friend, just might.

That's out of the pamphlet on probation aftercare for juveniles.

A similar thing appears in the pamphlet on training schools, where you can become involved in the programme of the training schools.

We feel it is important for those in our care to have contact with persons like yourself, who have accepted the normal values of society.

What those two pamphlets seem to be saying to the volunteer is, "You are a success; you have the right values. These children are (a) failures and, (b) they have a bad value system."

What kind of relationship does that set up?

What kind of expectation does that set up of the volunteer vis-à-vis the probationer? It seems to me to be totally wrong to tell a volunteer coming into the programme, "You're going to be dealing with failures. You're going to be dealing with people whose value systems are wrong." What you're dealing with are children, young people who have problems, and to build into the volunteer the assumption that these are failures already at the ages of 10, 11, 12, 13, 14 or 15, it

seems to me to be totally inexcusable. I hope someone will rewrite these pamphlets.

I know I'm not alone in my anger, really, at what I see to be a very patronizing, holier-than-thou attitude toward the clients of Correctional Services. I'd like some comments on that.

I'd like some comments on who this is intended for, this Training School in Ontario book. I'd like some comments, too, on opening up Correctional Update to some real feed-back from clients and correctional officers on how they perceive the programmes; what they feel about them. Really make it into a dialogue instead of just a PR job about what a good time we're all having.

Hon. J. R. Smith: Perhaps Mr. Kerr could respond and then Mr. Carter and Mr. Fox.

Mr. D. W. Kerr: I'll take a couple here to start with and I think perhaps Mr. Fox might talk about the volunteers' pamphlet.

In regard to opening up Correctional Update, I might say that the various schools and various adult institutions at the present time do have publications in which wards and adults express themselves. The Vanier Centre has such a publication; many of the training schools do. Guelph does. One of the things we had planned for this summer, in an open two-page spread, was a publication of poetry and articles and that sort of thing done by wards themselves or by adults.

I think there is a certain amount—I agree that's a valid point and I'm prepared to do it. I'm already planning to do it in that particular instance. One of the things I have to contend with from the staff in some instances, particularly if their institution has been under fire or they seem to feel there's an inordinate amount of attention given at times to the views in the general media of inmates who are alleging different things—this is the kind of thing I've had from staff, for example, in Ottawa—is that they aren't getting heard.

We try and give—I'll buy your point that we can do that. It's a matter of space. If you look at Correctional Update, it's an eight-page publication. One page is devoted to personnel matters, promotions. For a lot of staff, that's the thing they turn to first, it's simply provided by personnel. It says who's moved where; that sort of thing.

We have the people page which is locked into one thing. We have six pages left and although we don't try to duplicate Topical, we are trying to provide information on cur-

rent developments and report upon them. We have basically six pages in which to work.

There are three people in the information branch to do Correctional Update; they do all the information work there. That's part of the problem of what you do with the space you've got and the time you have to set it up. I wouldn't be averse to that.

What I would like to do is what Mr. Gregory said. That is, to ask staff if that's what they'd like, through giving them a page of questions or suggestions: Would you like this? Would you like that? Let's see what they do.

In regard to this publication I would say that you seem to think it's a glowing report. To me, it's an attempt to provide a straightforward sort of description of what's happening and what's available in training schools. Basically, as I said, the run of letters into the branch is 10 to 15 a day during the peak school periods from students who say, "I am doing a project on juveniles in training school or I am doing a project on training schools. Do you have literature which you can make available to me?" To me, it is fairly straightforward. I don't know that there are glowing or ringing phrases there.

Ms. Sandeman: Can I read you one?

Mr. D. W. Kerr: Sure.

Ms. Sandeman: It says:

The young persons will be under the guidance of a trained staff—a milieu where they will live, mature, have fun and enjoy life to the utmost.

It is beautiful. Those are group homes. It's at the back of the book. There are very similar phrases about the training schools—"live, mature, have fun and enjoy life to the utmost."

Hon. J. R. Smith: I have had complaints come to me from a parent. Her daughter was in Cambridge and she related she couldn't provide the amenities, the entertainment and recreational pursuits when her daughter came home on the weekends that were provided at Grandview. It was a financial embarrassment problem for her.

Ms. Sandeman: That speaks to something we will get into when we get to juvenile programming.

Mr. D. W. Kerr: I will tell you one plan we have for this which you may or may not agree with. We are considering cutting that pamphlet down to less than is there and doing it in a more inexpensive way with a

more neutral description of what's going on in training schools, without specifying the names and just providing some very basic information. I don't know if you want to pursue that or not.

Ms. Sandeman: Could I just pick up one remark you made about the inmates speaking out about their experiences? I agree that that can very often give a very one-sided view of what's going on because the media pick up on anything that's perhaps rather exciting and alarmist.

Could I ask you if you have any process in the ministry for screening what parolees or probationers or wards or inmates say to the press or are they assured complete freedom of access? I know if they are in an institution they are not, but once they are out on the street, is there any screening procedure going on?

Mr. D. W. Kerr: In the sense that if someone called up and said: "I want to interview a parolee or I want to do something on temporary absence with someone that's in the community," my primary concern there, having been a reporter, would be the protection of that person's anonymity and the assurance they were not in any way exploited by the media person. Otherwise, in that case I would phone some probation officer, if it wasn't a specific request, and say: "Do you know someone who is willing to talk about his experiences and can we make sure that if he does not wish to be identified, he will not be identified and nothing will be done to hurt him?" That's the only restriction there would be in my view.

Ms. Sandeman: That wasn't quite what I meant, but I am glad there is that kind of protection when the interview is initiated by a media person. The kind of thing I was thinking of was when a probationer or a parolee approaches the media themselves with a story which is then printed in the newspaper. What is your ministry's reaction, if any?

Mr. D. W. Kerr: I am not sure what you mean.

Ms. Sandeman: This is a trick question, I would have to say.

Mr. D. W. Kerr: What did you say? It's a what question?

Ms. Sandeman: I said I am setting you up really. I have been wanting to ask you this for a long time because it disturbs me and I would like to be assured that this was the

only time that this kind of thing ever happened and it happened to me.

When I was a probation officer, I had a probationer who had been an inmate. During the last period of his incarceration he was in a local jail and during the last two or three days of his incarceration there were some very unfortunate and distressing incidents in that local jail.

[12:45]

When he came out, and began his probation period, the first thing he said to me was: "I am going to go and blow this to the local press." I tried to suggest to him that perhaps there were more useful ways of dealing with his own problems, which were many at that time, rather than scurrying around to the press. However, it is his right to go to the press, so he did, and I have to say that the interview as presented in the press was very responsible and seemed to be factual. They checked with the superintendent of the institution in question and the story was printed.

I got a call from your office the next morning. I believe it might have been from you.

Mr. D. W. Kerr: I am familiar with the case, I know what you are talking about.

Ms. Sandeman: The question asked was, "Are you going to charge that young man with breach of probation for speaking to the newspapers?"

I said, "Indeed I am not"—

Mr. D. W. Kerr: I wouldn't have asked you that.

Ms. Sandeman: "Indeed I am not, because it is not a term of his probation that he not speak to the newspapers. In any case I understand that somebody on probation has the same freedom as the rest of us to speak freely to the press."

I was very disturbed by that and I made a record of that conversation in my little green pages and put it in my notebook. Sometimes I used to look at that and think if that is how the ministry reacts to criticism, I don't like that.

In fact, the question that was asked of me was: "Are you going to take that man back into court because he had the temerity to speak to the press?" Now, of course, there is nothing at all under the Criminal Code and the regulations that govern laying breach of probation charges that would have covered that. Whoever I was speaking to should have known that to begin with as an employee of the ministry. I was really appalled by the whole incident.

Mr. D. W. Kerr: Well, I am too, really. I know the case you are talking about and I know the incident—the tragic setup. I remember having grave concerns about it at that stage because it seemed to me the whole thing was rather prejudicial to the inquest that was to follow. I wish you could say, if you took notes, who said that. I know I wouldn't say that to you.

I think my main concern, if an inmate or an ex-inmate or a parolee goes to the media, is only that quite often our staff are at a considerable disadvantage to answer, or to get into a debate like that one was, prior to an inquest, when the evidence is being gathered, and will be presented in a fair manner there.

But, as far as saying, "Would you charge?" goes, I find that rather strange myself.

Ms. Sandeman: I did too and I was very new to the service at that time. I spoke after a time to my senior about it and the whole thing didn't go any further. But, I'm glad you can assure me that it was an aberration on somebody's part.

Mr. D. W. Kerr: It certainly was. I am trying to remember all the details. There were some other problems with the individual.

Ms. Sandeman: You can say that again.

Mr. D. W. Kerr: It seems to me he had other difficulties later on, of his own making. But certainly I didn't make that call. I wouldn't authorize that call and I don't think that way about it. As you say, I am surprised someone would suggest that you could be charged for that particular breach of activity or whatever it is.

Mr. Chairman: Further discussion on 7? Mr. Breagh.

Mr. Breagh: Yes, I have been listening to this for a little while and I find this kind of fascinating. So far, for \$500,000 we got some Christmas cards out, and a little newsletter back and forth and there are some pamphlets available. Now surely, for that kind of bread there ought to be something a little more substantial happening. Somebody tell me what it is.

Mr. D. W. Kerr: All right. I will tell you about some of it and perhaps you would like to talk about the library area with Mr. Anderson, the chief librarian, who is present.

First of all, as the minister pointed out at the outset, this is under information but there are two areas of operations here. There is a complement of 14 people here, nine of whom

fall under the library service and the other five are in my area. This consists of myself and two other information people and two clerical people. I don't know if you want to pursue those particular jobs; there's not too much there, except the chief librarian at our main office, the library and a reference librarian and library technician, and six area librarians and one part-time technician at our processing centre.

That portion of the budget, if you take the employee benefits, is \$280,000. One of the things which is in the services area in the information branch projected budget is \$25,000 for a volunteers' conference which we are co-hosting with the federal government, at which it is hoped we'll have senior cabinet ministers from the federal government, and hopefully our own Premier (Mr. Davis) will address this group.

If I may digress briefly, you can spend money on public relations but what we really want is public understanding and public support, and that can only flow from understanding; and I think this is a very good expenditure. The volunteers are the people who have much more credibility than I or perhaps some ministry people do, in projecting what we're trying to do in our programmes. They come in, they see, they participate, they go back out and tell people it's not all that easy, there are disappointments, the staff are doing a difficult job; that sort of thing.

I have with me here a list of the publications and a rough rundown of how much is spent on them. The major portion, in the supplies and equipment, is over \$70,000 for library books, which Mr. Anderson can discuss in more detail than I. The publications which I've mentioned are the biggest area in my particular budget. There are also photographic services, setting up displays. We do not buy any services from outside public relations firms. The only thing we had in the budget for that sort of thing in the past was a slide show which was available to staff in the field, out of the main office, for information purposes, to just sort of set up and say this is what the ministry is all about in a very simple, straightforward way. We produced it through our own expertise. I and one of the former fellows I had with me had experience in both radio and newspapers; we did the scripts, we did the announcing, we even put the cues on for the tapes, so we did it very inexpensively.

I've lost that particular chap and that capability, so we're still taking our own slides to re-do that show, but we will buy some of those services outside simply to get it into workable order, the recording etc.

There are things like the displays; rather than buy expensive displays outside we came up with our own sort of design and said to our own institutions: "Can you produce these things in a portable way that we can mail out?" It can go to any probation officer in any part of the province. We can mail it inexpensively, and it will be relatively simple for any person to set it up. We do the laminating and that sort of thing in our own area.

To aid the probation officers, we are producing eight posters with different types of pitches for them. They are not expensive posters. They are black and white, and we set the photographs up. We did everything except the final production and that sort of thing. As was mentioned earlier, in staff training we have several ministry films which we have to re-order from time to time. We pay for the prints out of that.

We have equipment, some of which we pay for and some of which staff development pays for: Projectors and that sort of thing; display panels; office supplies; translation services. A number of our publications are translated for the use of people whose first language is French and translation, as you probably know, is fairly expensive. It's 12 cents a word. We buy that internally from the government. We are committed, incidentally, to making all our publications, at least the content of them, available in French over the next 18 months.

Mr. Breaugh: Okay. To pursue it very briefly: What kind of information do you provide to parents who have kids under your care?

Mr. D. W. Kerr: At the local level, if it's a training school, each training school has an information-for-parents pamphlet. I don't know that I have any of those here; I may. Yes, I have a few samples.

Mr. Breaugh: To be a little more personal about it, how do you explain to the parents what you are doing with their children? Do you hand them a pamphlet and that's it?

Mr. D. W. Kerr: No. In some cases the parents might be at some distance so I would hope the staff at the local level would do that. If a parent comes and wants to know more about the school, or if a child is on probation, I would hope that part of the ongoing programme is for our staff who are working with the child to make that sort of explanation. This is to try to be helpful. It does, in very basic terms, explain the programme. It also explains what you can send

or what you might not be able to send; what responses are made in cases of emergencies and that sort of thing.

Mr. Breaugh: Of course, you're prepared to explain this in whatever language the parents speak?

Mr. D. W. Kerr: I would hope our staff would.

Mr. Breaugh: Otherwise there would be some small difficulty there. It strikes me that your entire programme is rather incestuous. It kind of looks inward and doesn't move outward. Perhaps it might explain some of the problem in the public mind about Correctional Services in terms of public reluctance to have group homes anywhere near them and, if you like, the image that institutions have.

What are you doing? You've explained you have little slide shows and you might have a pamphlet you would give to somebody if they asked for it. Since you're dealing with information services here, you haven't really outlined much of a programme of informing the public by providing information to schools as opposed to individual kids who might write in for projects; or working with the Ministry of Education to provide that as part of the ongoing, whatever it is that costs us so much money over there. What are you doing in that area?

Hon. J. R. Smith: Mr. Chairman, may I just say something in this regard? I don't think it is actually covered in this vote, nevertheless it is a part of the ministry's work. I think of the superintendent of the Ottawa-Carleton Detention Centre who has been on an open-line programme. He has had shows in Ottawa. The superintendent of the jail in my home community was on one night this week for three hours. The juvenile division held a very successful seminar at OISE a few months ago on positive peer culture.

Mr. Breaugh: What is that anyway? What is positive peer culture? That interests me.

Hon. J. R. Smith: We haven't got time to go into it now but we will. We'll give it lots of time. It's probably the one programme in one training school that is showing some very positive, if I can use that word, and good results.

Mr. D. W. Kerr: I think you've raised—it is something that bothers me a great deal. It's quite apparent—I don't know what your experience is on other committees on which you hon. members sit, but the media has not found it interesting enough—

Mr. Breaugh: If I could interject. We're almost out of time. Let's compare this ministry and its approach to information services with something like—the ultimate, I guess, is Win-tario and that whole number that's done; or the Ministry of Housing, for example, or the Ministry of Natural Resources, all of which seem very much geared to being very high profile, explain-our-public-image, how-much-money-we-can-give-away routine. Your ministry, on the other hand, appears to be very quiet about all that; it deals with it in a very small way and doesn't really want a lot of public exposure about that. In fact, most of the exposure you get is rather bad.

Hon. J. R. Smith: I shouldn't say that. One of the things we are working on—and Mr. Kerr hasn't mentioned it—is a strong possibility of some television commercials depicting the role of a correctional officer in a positive way to improve his image within the community. I know of one community in southern Ontario, for example, where a correctional officer's children have been terrorized by a certain element within their home neighbourhood because their father is a correctional officer and he is likened to a police officer. It's very difficult for many of these people today.

Mr. Chairman: I just want to say a word before we break off. This committee, like all these committees, is given the widest conceivable amplitude with respect to the range of discussion. However, the chairman feels that we are not moving very quickly. There is no recrimination or anything involved in saying that; it's just a statement of fact, I think.

Next week, I would hope that we might be able to get on an extra day. We are only sitting Mondays and Fridays basically, perhaps with Wednesdays in between—we have quite a few bills in the private bills committee next Wednesday, and I rather think we will go into the afternoon on private bills—but I would like to sit Tuesday or Thursday in the afternoon and possibly the evening too. But the reason we don't do it is because one or other member of this committee is on another committee, and the schedule has been so set up that there is no duplication or overlapping. I am not going to do it now, but if anybody is in that spot, I would like to talk to them personally as to their personal feelings about being in attendance here necessarily, then to address the House leaders, if that were feasible, to have the substitution made and we could then go on with the work of the committee. If the individual, whoever that might be, felt that he wanted to be here—that is certainly his right in being appointed to the committee—then we would simply have to abide by the rules of the House. But I think we all would like to move forward on the Justice estimates generally. Those are the only remarks I have to make.

Hon. J. R. Smith: Are we going to sit Monday evening?

Mr. Chairman: The House does not sit Monday evening.

Hon. J. R. Smith: Excuse me, I forgot that. That explains it.

Mr. Chairman: Shall vote 1401 carry?

Vote 1401 agreed to.

The committee adjourned at 1:05 p.m.

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Ontario. Legislative Assembly



Ontario

Legislature of Ontario Debates

SUPPLY COMMITTEE — 1**ESTIMATES, MINISTRY OF HOUSING**

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Monday, May 3, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

MONDAY, MAY 3, 1976

The committee met at 3:19 p.m. in committee room No. 1.

ESTIMATES, MINISTRY OF HOUSING (continued)

On vote 2001:

Mr. Chairman: The committee can now start as we have a quorum. John Lane is the first speaker. Put your hand up, if you'd like to speak.

Mr. Lane: Thank you, Mr. Chairman. This may not be on this particular part of this vote but I think our discussion so far has been pretty wide-ranging and I really want to get just a couple of points of clarification. Under the home renewal programme, under the present administration of it anyway, people with VLA loans and farm credit loans cannot have liens against their property because these people have first claim on it. I have a number of people in my area who find themselves in this position. They are entitled to the home renewal programme but because—

Mr. Chairman: Is this in item 2, vote 2001?

Mr. Lane: It is in programme development. Okay? I would just like clarification as to whether or not there is any way these people can be made eligible, assuming they are otherwise. It is simply that this lien on title can't be registered at this point in time?

Hon. Mr. Rhodes: The chairman, as usual, is absolutely correct; this is a matter under community planning. However, being in the generous mood I am, I would advise you that the legislation is already introduced which would do away with that inequity.

Mr. Lane: So these people can come into their own now and be registered?

Hon. Mr. Rhodes: The bill is in the House already.

Mr. Lane: Thank you very much. There is one other circumstance dealing with the

same programme. I understand this is programme development and I'm asking for a further development of the same programme so I am in order.

Hon. Mr. Rhodes: No, you are not in order if you are going to get right down to technicalities.

Mr. Lane: Anyway, seeing that you are in such a generous mood, Mr. Minister, there is one situation I would like clarification on, again dealing with the home renewal programme. There is an old gentleman and his wife who live in a house and who made application to the municipality for a home renewal grant. It was to be approved when money became available. In the meantime, he changed the deed over to his son because he was not in the best of health. He thought maybe he will be called to his reward sooner or later and it would be better to get the deed changed. Now the municipality says it is advised by your ministry that he is no longer eligible for the programme even though nothing has changed other than the title. The old gentleman and his wife still use the house.

Hon. Mr. Rhodes: Is this under the Ontario home renewal programme?

Mr. Lane: Yes.

Hon. Mr. Rhodes: It has probably changed because the applicant or the present owner now has a salary in excess of that permitted for a person to qualify for it.

Mr. Lane: Right, but the situation really hasn't changed. The old gentleman—

Hon. Mr. Rhodes: It has, under the income requirement.

Mr. Lane: So, in actual fact, it is the registered owner's income you're assessing, not that of the person who is living in the house?

Hon. Mr. Rhodes: Sure, it is the income of the owner of the house which is used to judge for eligibility for the programme up to now.

Mr. Lane: It seems to me this is a situation conflicting with the amendment you are bringing in to allow towns and municipalities to look at the development of apartment buildings and so forth under the same programme. Here we have nothing changed except the title. The old gentleman and his wife will probably live for 10 years but the clerk tells them he is advised by the ministry that they are not eligible under the existing circumstances. Yet, as far as they can see, nothing has changed.

Hon. Mr. Rhodes: I would think there are probably two things. I take it that what has happened, if I understand you correctly, is the old gentleman has switched title to his son but the gentleman is remaining living in the home?

Mr. Lane: As long as he lives.

Hon. Mr. Rhodes: So he has become, for all intents and purposes, a tenant. Until now, until this year, tenants have not qualified for this but, again, there is an amendment which has just been introduced in the House which will permit tenants to be eligible for these particular grants.

Mr. Lane: Thank you very much. While you are in this very generous mood, there is one more short matter for clarification. Why is it that OHC will not sell or lease directly to individuals under the HOME programme? Why do they insist that somebody build the home for you? We have all kinds of problems up in my area. A guy would like to buy a lot and build his own home but I understand he can't presently do it under the HOME programme.

Hon. Mr. Rhodes: Mr. Riggs, do you want to respond to that?

Mr. Riggs: Yes. In larger urban centres where there is subdivision control and the municipality does require grading and street-scraping—municipalities like Metro and areas like that—we have found, if we do it on an individual basis, that houses are started at random, in time frame. There are many complaints and many difficulties with the purchasers on either side of a vacant lot which doesn't start on time. There are also cost savings.

In certain northern communities the minister is looking at a revised policy of the HOME plan for smaller subdivisions in which we could set aside a number of lots for direct sale to homeowners to build their own homes. The minister is now looking at that kind of policy. But it would not be universal

across the province, particularly in places like Scarborough, where we have to have a continuation of the building programme in order to avoid some of the pitfalls that have been identified in previous years.

Mr. Lane: I appreciate that there's some thought of change, because I know in Espanola, particularly, we've had serviced lots for the last three years. People want to buy them to build on them, or lease them to build on them but they haven't been able to do it. The serviced lots are sitting there and no houses are going up, and it just doesn't make any sense to me.

Anyway, you're saying to me that in a small area like that there is likely to be a change?

Mr. Riggs: Yes, I think there are other changes, Mr. Minister, that you are considering in terms of some of the resource communities. There is a lack of demand at certain income ranges. That has been identified. I think you may be referring to that; where, if we provide the only serviced lots in town—if I can use that phrase, sir—with the income range which the HOME plan is now trying to satisfy, there may not be sufficient demand with that income range in a resource community. There should be a certain number of those lots provided by the government or developed by the government to be allocated to higher income ranges, so that the professional people—teachers, doctors; perhaps even plant managers or foremen—can also find a home. That may be the only lots developed at that time in, say, Espanola or in Geraldton, or in communities like that.

Mr. Lane: Thank you very much, I'm glad to know that help is coming.

Hon. Mr. Rhodes: We've also found that same situation, not only in the HOME programme, but in our rent-geared-to-income—we find that there's a need for the accommodations. You build the accommodation in the area, but the incomes of the people in the community, working in many of the resource areas, are so high that if you base it on the formula, even if you had half of the formula, it's still too much—they just won't pay that rent; it's too high for them.

The point that we're looking at now is in an effort to do something in these communities where, in fact, the level of income is quite high, but that the availability of accommodation is quite low. So we're trying to find out some way we can get around that in areas just like that, so that we can make land available or homes available to those

persons. If you take the mean average that we use across the province, it just doesn't work now for them.

Mr. Lane: It certainly would bother me to see these serviced lots sitting there idle if there was a need for a building programme in Espanola. Thank you very much, Mr. Chairman. That's all I have at this time.

Mr. Cunningham: Mr. Chairman, I hope my remarks are, in some small way, germane to this vote on policy and programme development. I was interested and very pleased to hear your remarks on the occasion of the opening of these estimates. They prompt me to ask some questions, specifically as it relates to my limited experience as a member for Wentworth North and the problems that we have with development there.

What we have there, Mr. Minister—and I'm sure you're aware of the nature of that kind of area; I'm just outside of Hamilton and I have part of Hamilton—is a tremendous problem with land use and some confusion, I think, as to the kind of house that should be developed on the type of land that we have. We have land that is of class 1 or 2 soil, at the same time we have land that is of scrub and very poor for anything but building houses.

The difficulty that I've seen, particularly in the township of Flamborough, sir, is some confusion on the part of the legitimate developer who wants to proceed, either on his own or through a government programme, in getting a development in progress and place. He has to wade through the various levels of government, and there is the cost of money and the cost of labour. More significantly, I guess, the cost of materials has gone up so much that it really makes it very difficult for anybody to buy the finished product.

I suppose that's why—maybe the Minister of Housing would agree with it—that when they get approval for a plan, quite often they opt for the highest and most lucrative type of development they can, because they're going to realize a greater profit from a house that is going for \$85,000 or \$90,000. In some areas in my riding, new homes are going for \$115,000. They are going to realize the greater profit on a percentage basis from that development than they would from a home of a value of \$38,000 or \$40,000 or \$45,000.

[3:30]

I guess you can't blame the developer. There are those who would, but I really don't. What I am asking you is what kind of programme could we develop to, I suppose, facilitate and accommodate this kind of de-

velopment more rapidly and more expeditiously so that people aren't held up for 2½ or three years trying to get approval for their programmes.

Hon. Mr. Rhodes: You have opened up a tremendous Pandora's box. It is probably one of the major problems we have faced. There are a myriad of things that cause a lot of the delays in getting land subdivided and ready to go, not the least of which are the necessary approvals of other ministries involved in the process such as the Ministry of Agriculture and Food as it relates to the good farmland that we are all trying to be careful about.

The handling of the sewage will be there; what sort of capabilities there are or what capability will be required and how long is it going to be before that will be available; what type of sewage treatment is going to be required; whether it's a plant that is going to be needed or whether you are going to be able to go on septic tanks.

We could go on on any number of things that are causing problems. Last week one of the members related to the necessity for providing transportation facilities to these types of developments that will take place outside of the major urban areas such as the area you represent. I could just go on and on as to what are some of the problems: providing the soft services that may be needed to serve whatever size of community that is going to be developed in a particular subdivision. Is there going to be a new school needed? Is there the financial capability of providing it? Is there going to be a new library? In all of these areas, things are going to be required which of course all add to the cost. If there happens to be a municipal impost applied to each of the lots, in the hopes of recovering some of the capital costs, that will be faced by the municipality as a result of that development.

Mr. Cunningham: Just a few of the steps under that the developer would have to go through in, I am sure, other areas. But in my constituency, you have to go through the local government, which is a time-consuming process, with respect. Then there's the region that you have to deal with. I understand that now, 2½ years after the implementation of regional government there, we are starting to approach a plan which I hope might alleviate some of the involvement of the various ministries.

I sincerely feel there is a duplication there. If a group as credible as, I would hope, the regional municipality of Hamilton-Wentworth would pass approval and give consideration to

a project, possibly the Ministry of the Environment, your ministry and the Ministry of Agriculture and Food would not have to be involved.

Hon. Mr. Rhodes: In the case of the Hamilton-Wentworth region, they do have subdivision approval. That has been delegated to the region now. If there is a health unit, that is the agency that deals with the environmental concern or the sewage concern. So it is done at the local level.

Mr. Cunningham: Here are the problems that people, especially in the Flamboroughs, go through. They have to get zoning approval from the local council to see whether that's acceptable. Once they go through that, then they go through the various departments within the region. After that, we require some approval and some consideration by the Niagara Escarpment Commission. We also require some approval by the parkway belt and this all takes time.

[Then if there is any kind of appeal of any sort, it is on to Queen's Park. What has happened is that there has just been a tremendous lag. It is interesting to note in an adjacent development, where the houses are of similar quality, the difference in price might be \$15,000, \$18,000, \$20,000 over the course of three-quarters of a year or even half a year in one instance.]

What I am saying to you is that this is just forcing a developer to make the kind of house that we really can't afford to have now. We can't afford to have it because we don't have the land. We can't afford to have it because I don't think we can afford to heat them any more. These houses of 3,000 or 3,000 sq ft have got to be a thing of the past.

What I'm hoping we can possibly do here with assistance of our friends in Ottawa is, rather than follow the market with various programmes, reshape the market.

Mr. Laughren: They are not your friends.

Mr. Cunningham: They are our friends, they are everybody's friends.

Interjection.

Mr. Cunningham: That's all right, I listened to the member for Ottawa Centre (Mr. Cassidy) for about three hours the other day.

Mr. Hall: It's better to be constructive and more considerate of our enemies in Ottawa.

Mr. Cunningham: What I'm concerned with is that maybe we can start to shape

the market. I, for instance, am in the market for a home right now, but there's nothing there that meets what I require. I know many young people are in that same boat. They are very loath to tie themselves to \$50,000 or \$60,000 worth of mortgages and at the same time you are looking at a four-bedroom kind of thing. The developer has made that house for a reason, and that is, it's taken him so long to get approval that when he's going to go he wants to make the maximum return on his investment.

[None of us, at least I don't think in our party, would blame that individual because I think we recognize possibly that it's going to be that sector, the private sector, that is going to be integral in the provision of the housing that I know we are going to need in the future. I don't think any of us are seriously harbouring the illusion that the government can take this function on. I'm just hoping whenever we do have consideration for a policy or programme or some provision of assistance or encouragement or incentive, that we the government shape that direction, rather than follow the market. I ask you to take into consideration that philosophy.]

Hon. Mr. Rhodes: In order to really understand what's happening in the areas that you're talking about, one would have to understand the initial cost of the land and what other costs may have been added on to the cost of land as a result of activities required by the developer and, of course, of the procedure for approval. In many cases we don't really know. I think we can find out what the initial purchase price of land was and is.

[The other things I think I alluded to in my opening statement is the fact that many builders have built what they've perceived the market to be and that people were looking for—the large four-bedroom; the larger homes with the larger square footage. This is what people were buying. Many smaller houses were not being purchased, and I don't understand, for example, the area you're talking about. Why would a person want to build a four-bedroom, two-storey, with detached-garage and the whole bit, unless there is somebody there ready to buy it?]

Mr. Cunningham: What I was saying was that by virtue of the law of supply and demand, the fact that it was so difficult to get approval on a subdivision and the time that it took, the developer wanted to realize or possibly recoup the loss that he took by

carrying it for 2½ years. To do that, he built a home that was a little more expensive, and I would suppose a little more profitable for him, than normally would be required. The people who require housing are just forcing themselves into mortgages and commitments beyond what they would normally require, I think, if the other was available.

I spoke with you privately before on the subject of a mobile home development in my area that I'd like you to visit, because it is a tremendous facility for people who have either one or two children, or people who have decided not to have children, or many people who live there who are retirement age or close to it. It really is a tremendous thing. It's awaiting approval right now and I hope it comes so that he can get going in the summer. These are the kinds of things I think we should be looking at, because they are much cheaper to heat, use much less land and are much easier to service.

Hon. Mr. Rhodes: Perhaps answering your question with a question, what we do—and by “we,” I mean all of us—if an individual owns or goes out and buys 100 acres of land that is outside a major municipality? He is prepared to put a subdivision on that—subdivide the whole thing—and he gets ready to go and build it. He gets all the approvals he requires very quickly—let's assume there is no delay—but the one thing he needs in order to have that go in properly and be serviced properly is a major sewer pipe with a treatment plant. There is going to be, probably, at least a year and a half to two years time for design, for construction and to get it going. The delay is going to be there anyway unless we are prepared to accept a lower standard of sewage treatment. If you are going to allow that to go on, in that case you are going to need larger lots in order to accommodate septic tanks.

Mr. Cunningham: I realize that problem in development of a subdivision and in many areas that provision is available. I think we can accommodate ourselves, within a period of a year and a half to two years, to it. The other thing I spoke of, I think, or I meant to, was the problem of the one- or two-lot kind of thing on concession roads and what not. There exists a number of different sewage treatment programmes, aerobic plants and holding tanks and all sorts of things which are, I think, acceptable to us. With respect, the way we are going to meet this crisis—and I think it is going to be a crisis in a year or two; if we can't really start to get 110,000

or 120,000 homes built per year, I think we are going to be in a crisis—part of the reason I think we are going to have that crisis is rent control. That is yet another Pandora's box, I suppose.

I don't see the homes or the facilities being developed at the level at which we are going to require them. With that in mind, I think we are going to have to have the rehabilitative home renewal plan; every way we can; every little chink we can get into; we are going to have to develop places for people to live. If it's a couple of lots on the 8th concession; if it's going to be renewing a small apartment here or expanding a house, I think that is going to be the way we are going to carry ourselves through this because we are going to—

Hon. Mr. Rhodes: We have several trade-offs, though, if you want to follow along with what you are thinking. I am not disagreeing with what you are thinking, either, but there are a number of tradeoffs which you are going to have to consider.

For example, if we are going to allow a couple of lots on the concession roads you are then going to be accepting, for the most part, strip development along those various concession roads. You can get into a great deal of difficulty, I think, if approval was given for the very well-known Mr. Cunningham to have a couple of lots on the road, and we may have Mr. Hall owning the property next door. He should be certainly entitled to the same consideration for a couple of lots and so on down the concession road.

In most cases you are in an area where you will be having some other method of servicing—other than the regular municipal servicing by pipe. That's fine; that can be done in many areas. You are going to be setting up—you are going to be throwing out the window for the most part or changing direction—I don't want it to sound so dramatic—away from the desire to build your communities and to get away from strip development on concession roads or even along main highways.

You will multiply some of the problems you already face, such as giving these people a level of service they will certainly expect as residents of the area. The ability to get their children to and from school, of course, will require transportation. That's understandable and, perhaps, it can be provided. These same people are entitled to many of the soft services which others are going to have, down the road a piece at the local

community. There are tradeoffs you can take.

Mr. Cunningham: In this particular area that I speak of, most of the people who move there anticipate this and they know what they are getting. It's caveat emptor; when they buy out there they realize there aren't going to be sidewalks. There aren't going to be lights over the streets.

Hon. Mr. Rhodes: With the greatest respect, I have had a fair amount of experience—perhaps you have, too; I think there are others sitting in this room who have had a lot of experience in this area—I know the individual who says, “I don't care whether I have sidewalks. I don't care whether I have all of these other things. All I want is my house. I will never have any children and everything is going to be lovely.” That is fine for individual No. 1 and if individual No. 1 does start to complain, nobody will listen. But multiply that by 300 or 400 times and suddenly they become a very loud voice with some clout in the community.

[3:45]

Those services will be demanded and they will be installed eventually for the people. I've seen it happen in cottage conversions when people have said, “I want to retire to my cottage. I want it converted to make it a year-round residence and I'll never have any children. I don't have any. I'm too old.”

They move into it. They live there a couple of years and say, “It's too far from town.” They sell to somebody who has four kids and you've got a school bus running down that road to pick them up and take them back to the school. These costs are, of course, put on to the municipality and many municipalities do not wish to have that sort of extra cost put on them unless there's some semblance of plan as to how the thing is going to develop.

As I say there are tradeoffs. If we say the construction of houses, such as you're suggesting, is our prime priority, above all other things and above all other considerations, then, of course, you can go ahead and do that, providing we are prepared to trade-off the other concerns and issues which will either be there at the beginning or will come along very shortly thereafter. It can be done.

Mr. Cunningham: All I can say is, I think we've fallen behind for one reason or another; I wouldn't necessarily blame your ministry. I think it's a responsibility which has to be shared by all levels of government and, as well, by the private sector. I think, with

respect, we are falling behind and that's unnaturally pushed the price of land up or some speculators have. I think our own activity in the area of land banking has been a small factor there. I would say that I think we're going to have to approach the level of building at somewhere around 100,000 or 110,000 units per year, especially with rent control.

Hon. Mr. Rhodes: Are you suggesting we shouldn't be in the land-banking business?

Mr. Cunningham: I'm not entirely sold on the idea. We've got land we've held for years and years.

Hon. Mr. Rhodes: That isn't what the Spurr report said.

Mr. Cassidy: There are clear alternatives from the Liberal Party and us.

Mr. Cunningham: My friends would buy all the land, I know that.

Mr. Kerrio: Buy it? They couldn't buy anything.

Mr. Cunningham: I know they would.

Mr. Chairman: Are you through, Mr. Cunningham? I have the following names: Mr. Hall is next; Mrs. Campbell; Mr. Laughren; and Mr. Kerrio.

Mr. Makarchuk: Would you put me down, Mr. Chairman?

Mr. Hall: Mr. Chairman, Mr. Minister, in item 2 of vote 2001 you're right into policy development and programme development. Despite your reluctance to predict for one minute how many starts we're going to have this year it does indicate, partly from this report which you were good enough to give me today about research into housing requirements and from the list of policy areas the group has reported on, that you are doing some housing targeting.

Several areas relate to the cost factor and the need factor which you may be already looking at; I've just jotted down a few here. Some of them were referred to in programme review. I notice you talked about the influence of mortgage interest rates on the housing programme. This is shown as one of the items on page 30.

It seems to me that the programme review suggested you were going to try to encourage the private lenders to participate in the mortgage field. I don't know what ministry this would be in but we're talking about housing and it was under the housing section in programme review. Is there a dialogue

going on with your ministry to convince the sources of all this money that for their benefit and that of everybody else concerned there should be more money being put into housing by them?

Hon. Mr. Rhodes: Yes, there has been dialogue with perhaps the best authority available to us, which is the federal ministry and Central Mortgage and Housing Corp. I think you're aware, when the last statement was made by Mr. Danson, that he at that time indicated that there would be a requirement by the federal government for the lending institutions to put more money into the mortgage market for housing. We've discussed this with them.

Mr. Hall: I mean also on a provincial level, because the programme review is not federal. It was provincial and it was a specific point of recommendation, I believe.

Hon. Mr. Rhodes: The Ontario Mortgage Corp., of course, itself has a constant dialogue with the various lending institutions.

Mr. Hall: How are you doing?

Hon. Mr. Rhodes: I can perhaps ask Mr. McDonald. Is he here? There he is.

Mr. Hall: I'm given to understand that it's not so much a problem of shortage of money as just the price of the money, the rates.

Hon. Mr. Rhodes: That probably is correct. There's money available. The interest rate, of course, is a factor, no question about that: the rate it is at now.

Mr. R. M. McDonald: As far as the interest rate factor is concerned, the Bank of Canada has a great effect on the interest rates across the country. The upping of the Bank of Canada rate increased substantially the mortgage rates across the country. However, as far as the contact with the private sector is concerned, the Ontario Mortgage Corp. has been in contact with it for the past year. General discussion has taken place with the chief executive officers of the corporations, investment vice-presidents and the mortgage people.

We ascertain, or we try to ascertain, the level of financing available from the banks, trust companies and mortgage companies into the private sector to support government programmes and to make available general mortgage funding. We don't have very much control over the interest rates, the size of the interest rates in the marketplace, because of

the Bank of Canada and the establishment of these interest rates across the country.

As far as our interest subsidy programme was concerned last year, we started intimate discussions with the private lenders, I suppose in the first part of July of last year, and continued these discussions—perhaps with 50 or 60 of them intimately—and have kept this going ever since.

Mr. Hall: To which interest subsidy programme do you refer, Mr. McDonald?

Mr. R. M. McDonald: We had an interest subsidy programme announced by the provincial Treasurer (Mr. McKeough) in the June 7 supplementary budget at which he asked—

Mr. Hall: Is this the one where you were going to help out on interest rates over 10¼ per cent?

Mr. R. M. McDonald: No. It was July 7, of last year. The provincial Treasurer asked the private sector, because of housing starts, to put additional funding into the mortgage market and that the provincial government would subsidize the lending rate for these units from the lenders interest rate down to 10¼ per cent.

This was asked of the private lenders on July 7 of last year. There were meetings held by Ontario Mortgage Corp., the Premier (Mr. Davis), the provincial Treasurer and the then Minister of Housing (Mr. Irvine) to encourage the private lenders to come into the marketplace. Some of them did with a reasonable amount of money, but not to the expectations or requirement of what was asked. But they did come in.

There were in excess of 4,200 starts created by this programme. The programme basically started on July 7. It got off the ground the middle of September and the construction starts were between about Dec. 1 and March 31 of this year.

Mr. Hall: But you are essentially, Mr. Minister, relying on relationships by the federal government with the banks and other lending institutions to up the amount of money that would be going into the mortgage field and control the rates. Is this true?

Hon. Mr. Rhodes: I would say with the exception of one or two lending institutions that are provincially chartered that the clout would come from the federal government. They certainly have emphasized that authority by indicating to the lending institutions that they wish to have more money made avail-

able and I think with some degree of success as far as available money is concerned, although, certainly not with the interest rate.

Mr. Hall: In connection with the policy areas you are studying, are you at a point of measuring the need for various low-income and senior-citizen types of accommodation? Is this part of the ongoing work as generally outlined in here?

Hon. Mr. Rhodes: Yes.

Mr. Hall: This is a new programme, really, a new area of study essentially, isn't it?

Hon. Mr. Rhodes: I think it's relatively new; I guess, about as new as the ministry is, really.

Mr. Hall: I think all of us are concerned about positive steps to create additional rental housing. Looking ahead to the end of the rent review legislation, it seems to me this should be a very basic and integral part of your current concerns—by some manner or other to induce more rental accommodation to be built. We all have the feeling that this is really not happening. I believe that prior to rent review legislation the number of units in, say, Metro was declining for natural reasons over the last two or three years. I am sure we all want to see people with enough places to live in at reasonable costs and we feel—I think all parties do—that a surplus of accommodation is the best way to achieve this. I would ask you again at this time and under your ministry, which I know does not have the responsibility for rent review after a neat move by the minister—

Hon. Mr. Rhodes: No, let's correct that. That was not a neat move by the minister. That was a logical move created by the fact that as Minister of Housing I would have to be—

Mr. Hall: I didn't mean that in any derogatory way.

Hon. Mr. Rhodes: —a landlord and the administrator of the rent review programme. I didn't think I could do both. My God, you wouldn't want me to be in conflict of interest?

Mr. Hall: It was a logical, neat move by the minister.

Hon. Mr. Rhodes: I'll buy that—a logical, neat move. I'll accept that.

Mr. Hall: At any rate, the ball is really still in your court—because you are the

Minister of Housing—as to how we are going to get more units on the market to take this albatross off our collective backs and to stop the upset and the bad feelings existing between landlord and tenant and so on. You must be working on something along these lines. Are there any incentive programmes? Is there anything else you could share with us at this time? This is a pretty good item to discuss it under, it seems to me.

Hon. Mr. Rhodes: All right. First of all, there were calls that went out for limited dividend rental buildings, earlier this year. So far, we've had some interest shown which would probably be around 3,500 units. It isn't a great number of units but that interest has been shown. That is making money available at eight per cent.

Mr. Hall: Federal money?

Mr. R. M. McDonald: No, provincial money.

Hon. Mr. Rhodes: Mr. McDonald, do you have the figures on that?

Mr. R. M. McDonald: Yes. We closed a proposal call on April 23. We received proposals from a group of builders throughout the province. The total amount of the proposals was \$94,500,000 for 3,424 units. These proposals are being evaluated at the present time and we hope, within the next couple of weeks, to know whether they are good or bad; what type of construction; the unit cost; the per square foot cost; in the hope that we can allocate the mortgages for these projects throughout the province. It is direct provincial money on mortgage finances.

Mr. Cassidy: Excuse me, could Mr. McDonald say how that is split up between one-, two- and three-bedroom units and town houses?

Mr. R. M. McDonald: I don't have those figures right here but that could be done. I should say, though, that there were quite a few one-bedrooms which we weren't very happy with, and some of the costs were quite high.

Mr. Hall: That is one incentive. Are there any other ideas being germinated in addition to that? Private incentives?

Mr. Burkus: It should be mentioned, Mr. Chairman, that there is a parallel federal programme in the rental area as well. They have had a call out in the past little while and probably will come in with about the same number of units. I guess we'll sit down

and evaluate the two programmes with them as to which of those projects to pick up and move with.

[4:00]

Mr. Hall: Mr. Minister, I understood that there was a study done last August relative to vacancy rates in Metro. Is this now being done on an ongoing basis so that we can get a measurement of the shortage and, therefore, what our goal is so as to broaden the gap sufficiently that people have a choice?

Hon. Mr. Rhodes: The ongoing programme we depend upon, quite frankly, is the one that's carried out by Central Mortgage and Housing Corp. They have an ongoing programme as to vacancy rates in the various parts of the province, and they're made available to us on a regular basis.

Mr. Hall: Is it correct to say that that CMHC statistical information only deals with buildings that are 10 storeys high or larger?

Hon. Mr. Rhodes: I don't believe that's correct, but I stand to be—

Mr. Burkus: That survey is done twice a year—in April and October, I believe—and I think it covers six-plus units.

Mr. Hall: Six units or more, did you say, sir?

Mr. Burkus: Six units or more, yes.

Mr. Hall: Do you feel that that's enough information to resolve this problem by August, 1977, or not?

Hon. Mr. Rhodes: I suppose we could get an ongoing monthly survey to go on. As to whether it would improve the statistical information, I suppose it would—it would give you a fresher look at it—but what the great change would be, I don't know. I think costs might be a little exorbitant for the actual results that you'd get from it.

It seems to me we could get a good survey twice a year. As I understand it, the CMHC survey is done at the two times of the year when experience has shown the majority of people are moving out of apartments into homes and vice versa. This is when the turnover is perhaps the greatest and they get a good chance to have a look at what is happening on the market.

Mr. Hall: Maybe I'm being simplistic but I'm just trying to throw out ideas that might lead to better vacancy rates. I'm wondering, knowing what your needs were and knowing what Ontario Mortgage Corp. could do and

getting some perception of the CMHC statistics, whether you couldn't put yourself on a critical path programme of a sort which would permit you to take the steps to get out from underneath this by the prescribed time.

Hon. Mr. Rhodes: With respect, I think it is a simplistic approach—

Mr. Hall: It's an approach, though.

Hon. Mr. Rhodes: Surely, but your leader, for example, asked what we are doing to force the private sector to do certain things. You used the word "incentive"; all right, I'll use that. You certainly know, as well as I do—even better, in fact, because of your knowledge in that area—that people in that business are going to do the things that they feel are good business. And certainly I don't think you advocate, philosophically or otherwise, that we should be going out and saying to the private sector, "You must do this."

Mr. Hall: I, as an individual, certainly have to agree with that; and sometimes it's possibly a matter of the choice of words. But, by the same token, it would be your ministry, as opposed to any other ministry, that would have to create the incentive or carrot type of approach which would do more to solve the problem, it seems to me. This is why it should be discussed here.

Hon. Mr. Rhodes: Perhaps I'm looking at it in a simplistic way, but if I understand what you're saying, the carrot type of approach would be an effort to reduce the cost of money to the builder. I suggest to you that we've done that in at least one area, with money down to eight per cent, and yet the response has not been that great. As Mr. McDonald has pointed out, what is being proposed is really not what we're looking for. I don't think we need, in the Province of Ontario as a whole or certainly in the Metropolitan Toronto area, a whole lot of one-bedroom buildings at this time. I think what we need is probably three-bedroom accommodation—two-bedroom at minimum—for people.

I don't know how we can go about saying to the private sector, "Here's the money available at about eight per cent to you, which is substantially lower than the market, if you build these rentals. If they do come on stream now, they are not subject to the rent review programme." It seems to me there are pluses involved here for them to get into it, and yet the response has not been that great.

Mr. Hall: Yes, and this is the nub of the problem. It's a self-defeating situation, it

seems to me, in that the rent review—even though new units do not come under the programme—discourages people from constructing new units. This won't help anybody if this trend continues—so it is rather a vicious circle.

Hon. Mr. Rhodes: Well, let's not attempt—and I hope you are not attempting—to make it appear that you and your party were opposed to rent review.

Mr. Hall: I am only talking about the future, looking at a set of circumstances that exist and trying to go beyond that. I have no political tone to my remarks.

Hon. Mr. Rhodes: The same set of circumstances existed last year at this time; a substantial decline in the construction of rental accommodation.

Mr. Hall: That's correct.

Hon. Mr. Rhodes: A very substantial decline. You know, to suddenly come in here and tell me that this is the cause of all of the problems—let's not be that sanctimonious.

Mr. Hall: I don't mean to be sanctimonious or anything else, Mr. Minister. I am just saying that there is a set of problems. If we don't wish to have this continue, what positive steps can we take to eliminate and modify the problem—and are we doing everything that we can do?

Hon. Mr. Rhodes: And I said in the House, "I don't know." And I was being honest—I don't. Because a year ago, again, the same set of circumstances existed, and no one was suggesting at that time what the answer was. No one was complaining at that time about the lack of new residential rental accommodation being built. The majority of the complaints were, as you well know, that rents were going too high on existing rental accommodations and that there was a degree of gouging going on. You know, it's 20-20 hindsight. There was a problem a year ago, and probably a year before that the problem was there—at least the symptoms were there—so there is a whole lot of hindsight going on. Things are excellent when you are sitting on that side of the table.

Mr. Hall: I want to make this clear to you both publicly and personally, that I don't want you to feel defensive about this situation. I am just saying, "Here is a set of facts; now where do we go from here?"

Hon. Mr. Rhodes: It's not a question of being defensive. It's a question of being straightforward about the facts as they were.

A year ago nobody was charging at this ministry, as I can recall, to get out and get more money into the hands of private builders to build more rental accommodation, because we knew that the accommodation was not being built. You could see that from 1973 and—

Mr. Kerrio: We won't make that mistake again.

Hon. Mr. Rhodes: I sincerely hope not.

Mr. Hall: I don't believe in any of my remarks I have said that. I am just saying, "Look, let's get on with the future." These are the circumstances and I am not asking, necessarily, that the solution be money. I am asking for ideas from a policy development group to see how we can turn a corner on this. That's all.

Hon. Mr. Rhodes: I suppose the best thing we could say—I could pass the buck; I am not going to do that. I would like to see in Canada—not only Ontario—the situation that exists in the United States where money for housing is available at a much lower rate than it is here. When I was in Chicago not too long ago, I think 9¼ per cent was the maximum interest rate I saw for new homes. More of it was around 9¼ or 9½ per cent for housing; plus the fact that the person can take his interest payments and write them off his income tax.

We don't have that in this country. I don't know why. I was told once by a very prominent federal minister that it would cost the federal tax coffers a couple of billion dollars a year, or something, to do that. I suppose that's one direction we could go in, and should do this sort of thing. But I am not an economist and I don't intend to be. I don't know what effect that would have.

Mr. Hall: We are certainly going to be continuing in our caucus to try to raise ideas which will get us out of this shortage, although we certainly hope that the minister will be doing so also as well.

Hon. Mr. Rhodes: Rest assured that you will not have any argument from us on efforts to relieve the shortage.

Mr. Hall: Moving on, I have a couple of other suggestions in this area of policy development. One thing that I have noticed varies from community to community a great deal—and therefore suggests a need for a standard method of calculation of five per cent lands, or cash in lieu. It seems to me to be a very loosely worded section of the Act now and capable of about any formula that any municipality wants to propose. Some of the

proposals get pretty wild. I would think in this day and age that it would add an element of fairness and satisfaction for all if suggestions could be made as a standard basis of calculating that. Have you any comment on that aspect?

Hon. Mr. Rhodes: I take it that what you are referring to as a standard calculation is to arrive first of all at what the value is—if you are going to have cash in lieu of—the value of the land as serviced land or its value as raw land. Is this what you are referring to?

Mr. Hall: Oh, yes. In some municipalities they discount the acreage involved in roads and other public dedication before they get down to it. There are many formulas that can be used; some are on a frontage basis, some are area basis. The Act is just sloppy in its definition. It permits interpretation to be applied differently from everybody, and I am sure some of your senior people are aware of this.

Hon. Mr. Rhodes: I would hope that Mr. Comay's review of the Planning Act will pick out these particular areas and have some good strong recommendations to make. Also I would hope that those who are cognizant of these inequities—as you obviously are—would make submissions to Mr. Comay so that he might consider them and perhaps incorporate them into his report.

Mr. Hall: I trust your ministry will do so too if you see a discrepancy there. I see some agreement on that.

Moving right along—

Hon. Mr. Rhodes: Like a herd of turtles.

Mr. Hall: —another thing that you have talked about is, “Yes, we will service more land but then municipalities will talk about the soft services and they will need the arenas and the libraries and things like that and how are you going to cope with that?” It is a difficult problem, but I have been involved in municipal interests for some time and I have never seen as public information general impressions across the province as to how different municipalities fund these things. Some people could possibly benefit if one central agency told them what the national yardstick was.

I am quite impressed to find out, say, that the Grimsby Public Library ranks about the tops in Ontario and yet there are other areas where possibly it might rank 99th or something. I don't say that this is necessarily

housing, but I do say that you raised the point about gauging the soft services and the level of expectancy of communities for these things. What criteria do they have to go on now to know what is a normal level of expectancy?

Hon. Mr. Rhodes: I don't suppose there really are any criteria. In many cases it's the local demand for this type of service and what sort of response the local council makes to those particular demands. If the library in Grimsby is ranked up among the very top in Ontario, that is probably because it has experienced a very progressive leadership at the municipal level over the past couple of years. I think it is the same with other services—with rinks, with the development of parks. It again rests, I suppose, upon the demands of the local public and the ability of the community to pay. I don't know how you could set a criterion on and say that one particular—
[4:15]

Mr. Hall: What I was thinking of was the more open information which only a central government has information to compile as to what's going on everywhere. That's what I was thinking of. I don't know if such information is now readily available or not available.

Hon. Mr. Rhodes: We certainly haven't had it available. I confess to you, sir, I can't tell what is the criterion for libraries. You could go to the provincial libraries—

Mr. Hall: Libraries are only one case in point. There are many factors. There's the standard for fire safety, for example, fire departments and so forth. That's another one.

Hon. Mr. Rhodes: Again, where can you go for that information? You would probably have to go to libraries, to the people involved in them, doing library work; the necessity for fire protection and fire halls, I guess you could go to two places, the insurance companies who sell the insurance—

Mr. Hall: I realize that individually you can go to all sorts of places, Mr. Minister, I'm just suggesting that —

Hon. Mr. Rhodes: Sometimes I have to question the source, though, because when you talk to people about libraries, who are involved in libraries, they're naturally very pro-libraries. It's like walking into a beverage room and asking who is in favour of beer.

Mr. Hall: I've recently seen collected information prepared by Mr. Archer doing the

Agra Niagara region review. He seems to have been able to collate this information quite nicely and relate it to assessment of various communities. The thought occurred to me that this would be beneficial in the measurement of hard and soft service needs as opposed to housing needs in any community, if such were available. I'm not going to dwell on it. I wanted to suggest that as a possibility.

Hon. Mr. Rhodes: Yes, it's a possibility, but all related, I take it, to the ability of the community to pay.

Mr. Hall: Yes, obviously. I mentioned last fall, and I would like to mention again, when you're talking about the policy areas and studies that you can make to improve on housing, the development of suggested zoning categories for use by communities when they wish to develop original or revised zoning bylaws, instead of hiring planners on an individual basis. I know that you put out this blue book recently, and it's more on servicing than zoning standards, but I mean standardization of zoning terminology throughout the province, as a suggestion not as a law laid down—I'm not anti-consultant, but I think there is an awful lot of redundancy going on in that field—which would speed up the process, have a better dialogue with your ministry and eliminate a lot of what is currently unnecessary work.

Hon. Mr. Rhodes: We're in the process now of developing a standard subdivision agreement.

Mr. Hall: That would be beneficial too, because they're subject to great variance.

Hon. Mr. Rhodes: Just as you have said, it is not intended that they be compulsory but they're there as a standard for municipalities to use if they wish to follow along with whatever modifications they might wish to make.

Mr. Hall: Yes. One more thing, you're involved in discussions of urban boundaries at different levels of the ministry on an ongoing procedure. This is your ministry, is it not? It gets into this to a certain extent?

Hon. Mr. Rhodes: If you're talking about urban boundaries, no. That's TEIGA's bailiwick, if you're talking about annexations and that sort of thing.

Mr. Hall: No, I'm talking about setting urban limits in a community to accept a certain amount of housing and industrial growth within a region and within munici-

palities that aren't regionalized; that type of urban service boundary, I should possibly say.

Hon. Mr. Rhodes: We're involved in that through official plans.

Mr. Hall: Yes, I wonder if we all wouldn't benefit from the work that's been computerized relative to several years of market value appraisal assessment. I understand that probably the best information is still in the computer relative to land classes; better information than has heretofore been available. Even if the assessment system is not ready to be used, I would wonder why that system couldn't be pulled out for the edification of all of us and for better planning by everybody involved in planning?

Hon. Mr. Rhodes: I'm going to call on Mr. Crosbie to answer that. He knows more about computers.

Mr. Crosbie: Yes, Mr. Chairman. The information in the assessment files at present has only been programmed for the analysis by the assessment people. We are working with them to develop programmes to extract that information on a different base so it can be used in the way you suggest. I would quite agree with you that it is an excellent source of information.

Mr. Hall: Apparently the land has all been walked over. It hasn't been bored or anything like that. At least it's better accuracy than you have ever had up until now. Is that right? Well, it seems a shame to have that unavailable to us when land-use planning is such a critical concern at this time.

Mr. Crosbie: I understand it will be available. As you can imagine when you are talking about the volume of entries, of establishing programmes and developing and finding the time to work with those files when they are currently in the process of establishing the taxation assessment policies, it has been a bit awkward but this is the intention: To follow up as soon as that information is available.

Mr. Hall: I got the impression that part of the information revealed by the Minister of Agriculture and Food (Mr. W. Newman) recently about land coming back into production was from that same source. If you can get that kind of information, I would hope that we could get on with our land use planning information generally from that source. This was the thought I had in mind.

Mr. Crosbie: If you are able to use the information in the way it's coded now, you can get at it right away. But if you have to take

it out in different combinations of factors, then new programmes have to be written to do that.

Mr. Hall: One further question. It may not be quite germane to this, but concerning the new Ontario Building Code now in effect, with regard to any construction programme the government is involved in: Regardless of the CHMC standards are you now moving to the recommended insulation standards that the Energy Ministry has recommended for the future?

Mr. Crosbie: Mr. Riggs can answer that. We have been a number of years ahead of the code.

Mr. Riggs: In terms of the assisted programme, which is basically our seniors and families and to some degree our home programme, we value the higher insulation factor. We have gone to complete double glazing, the wrapping of pipes with asbestos and things of that nature, which will probably be in the building code, to preserve energy wherever possible.

Mr. Hall: So you are up with the levels that the Ministry of Energy of Ontario feels is correct, eh?

Mr. Riggs: We are actually ahead of some of the recommended codes of today, particularly in insulation and a couple of places—

Mr. Hall: I am glad to hear that. Thank you very much, Mr. Minister.

Mrs. Campbell: Mr. Chairman, because I have heard so much about rent review I am going to start out by making a declaration that if I had to do today what I did last year, I would do it again. The reason for it is obviously that there had been a decline in housing for a long time with no incentive programmes whatsoever in place by this government. You can't deal with the one thing adequately if you are not dealing with the other. So there it is and there I am. I think unfortunately, in the riding of St. George it doesn't seem to have deterred development very much. We are getting development of rental units.

By way of a dialogue, Mr. Minister, I would like to invite you to look at the fact that a great deal of what is wrong in the housing field has really very little to do with your ministry but does have to do with your government and other departments. I would like to look at some of the actual facts that occur in a city such as Toronto. Again, you will forgive me, but that's my experience.

If you examine the land holdings in downtown Toronto, you will find significantly the

land is held in the hands of a few development conglomerates, and it's being held there in vacant use for a large portion of it. I recognize, Mr. Chairman, your concerns about our referring to earlier positions held. I'm not speaking about the Speaker of the House but I'd like to draw to your attention something that the city did some time ago in trying to overcome some of the problems in an inverse ratio, I suppose, in trying to get development moving. One of them was the use of the assessment tool.

We asked this government back, I would think, in 1965, 1966, 1967 and on, to review assessment policies as they related to vacant land in a large municipality. I can remember so well when we were disturbed about the fact that downtown Toronto was rapidly becoming a sort of bombed-out area. That's what it looked like if you stood up on the top of one of our downtown towers and looked around. Of course, the reason for that was the government's assessment policies. It was very good to buy your land, tear down your buildings, put in parking lots and then not assess them at anything like their true value or anything like any value at all.

On one occasion, the city asked the Treasurer, who is the same Treasurer today (Mr. McKeough) to change the assessment policies in order to assess these areas at their highest possible use. The minister advised that Toronto was too late, although we'd been asking for it for some time. But he said—and I suppose it was after Mr. Macaulay came up with his lobby for the parking lot people—"Incidentally, you must not regard a lot as an improved lot simply because it's paved and lighted."

The government added to the problem of a municipality without any question in its attempts to get some kind of development. Nothing has changed, not a single thing has changed really. I know there has been some move with the parking lot assessments but you really haven't faced up to the fact of those developers who have been holding vacant land and using that as a weapon against the municipality to try to force the municipality to accede to their plans rather than the plans of the municipality. I suggest that you might be looking at some of these factors, as you're committed to try to get incentives to development of vacant land in large municipalities.

There is no question that the decline in the housing starts over the last several years—not just last year; not just this year and not just the year before last—was a problem of the mortgage rate, the cost of servicing

and the planning process. Rent control was not one of them because we didn't have it and it wasn't even being discussed two years ago.

Your government undertook to consider subsidizing mortgage rates but you have withdrawn from that position as a result, no doubt, of the last election. I invite you still to understand that we know, and I'm sure you must know, that it is within your jurisdiction constitutionally to subsidize the mortgage rate.

[4:30]

Secondly, the minister has said to us today at no time did anyone in the House suggest larger funding for developers. I think it is true we did not at any time suggest there should be larger direct funding for developers. But we certainly suggested—in fact, demanded and did everything we could—that the government of this province ought to be providing servicing for vacant land. It this came about, there would not be the problem there is in the servicing today. There is no question about that in my mind.

There is another aspect of it. We have listened to the fact that the municipalities are reluctant to have subsidized housing because of their financial responsibilities in the field of soft services. Why is it that this province, which is the wealthiest province in Canada and which has, according to government spokesmen, the greatest plans, the greatest projects and the greatest programmes anywhere in the world, is still lagging behind most of the other provinces in forcing municipalities to accept the financial responsibility for social services?

Perhaps if you didn't do that, you might find that you would have eliminated some of the reluctance which you have expressed. From any statistics I have seen, I think the municipalities in Ontario pay far more of a proportion of the cost of social services than any other province in Canada, and there are many which don't require them to pay any of the social costs.

Those are some of the suggestions that I would have. I was interested when Mr. McDonald was talking about his efforts to get big business, the trust companies and the rest involved in making moneys available for social housing. He didn't suggest that he had gone to any of the unions. I am certainly not one of those who looks south of the border for all the answers to anything, but they have some other things going for them that we don't seem to have here. One is that they have involved the unions in the provi-

sion of funds for social housing. I wonder why we don't use that kind of a thrust because the unions are so involved and so concerned about housing. I think you would find they would be prepared to co-operate if you went to them. Certainly there was one that I was aware of that was interested at the time when I was still at the city of Toronto.

There is another point I would like to suggest. We've heard about the delays in the planning processes and I honestly believe we have never developed planning in this country at all. What we have developed largely is a basic procedure whereby you put zoning bylaws into place. That's really what it has been, either in Toronto or almost anywhere else. Planning per se hasn't really gone into the depth of the planning process. It's been a giant zoning bylaw kind of approach to planning.

When I look again at the United States—and I am reluctant to do so as I happen to think we are better here for the most part—down there you have the new look at planning, you have the data available, though not as completely as we have here, you have consultation with the municipalities—mostly I admit locally—and you discuss with them their needs. With the kind of data available and, as I say, it isn't as complete data as we have available in Canada, once they have their major data in place, they are able to achieve planning approvals in about two weeks. Here it's still, without any opposition or anything else, at least two years and these affect costs.

If you know the topography of your land, if you know your waterfalls and your watersheds, if you know and understand the kinds of municipalities you're dealing with, with all of the population prognostications, the financial impact, you get into impact zoning. I am wondering why we haven't gone further in impact zoning in Ontario. One of the things that interests me is that in some of these places where they have put it in place in the United States they have cut immeasurably costs of water runoff, revision of the sewers. They haven't required them, because they have built in accordance with the natural topography of the land.

We are nowhere within, I would say, 1,000 years of getting around to that aspect of planning, and I wonder why. It seems to me that at a time when we are all committed, and I think this is true of the government as I think it is true of the opposition parties, we're committed to housing having top priority in this province, it seems to me that we should be looking at all of these features

and all of these aspects in order to try to put things in place in time for the present population to be able to take advantage of them.

I did discuss in part the other day the question of supplement and the minister told me that he was delighted to say that he wishes to go further into this, to expand this programme. I'm wondering what dialogue there has been with developers in that area, where perhaps it might be an incentive if we could get an extension of supplement for these developers. I foresee the future—I think it's almost with us now—where Ontario Housing is going out of business in the provision of housing for the poor, and there simply isn't anything to take its place, and it concerns me desperately that there doesn't appear to be. Daily, almost hourly, in my office the calls are tragic; people trying to find a place to live, trying to find housing and they are the people for whom you are, I would suggest, primarily responsible.

I think that I have to say, in fairness, that over the years Central Mortgage and Housing Corp. has taken a very poor attitude to the provision of housing and I'm one of the first to admit having been a former director of that organization for Ontario. Surely you're not in the position of being the financial agent; your thrust has to be the social aspect of it. I get the awful feeling that perhaps the gentlemen who run housing, and I say that advisedly, get as much involved in dialogue and discussion and conversation as any ladies might do if they were in place, and that perhaps it would be a good idea if we could stop the dialogue and stop getting reports of dialogue and get a little more reports of actual activities.

I've covered a wide range, Mr. Chairman. I have covered it as tersely and succinctly as I am able but I really do point out there are areas in all of this which are the responsibility of this government whether in your ministry or not. I wonder what kind of dialogue you have with your cabinet members in trying to sort out these barriers to the provision of adequate housing in Ontario.

Hon. Mr. Rhodes: Mr. Chairman, I just want to touch on a couple of points and not prolong it.

Mrs. Campbell: I hope you'll touch on all of them.

Hon. Mr. Rhodes: Eventually, I'm sure we will. When you discuss the assessment situation in relating it to vacant land within municipalities, I think many of us are aware

of the obvious move to buy buildings that exist on vacant land, tear down the building, get the lower assessment on the vacant land and wait for further development. The only question I have in my mind is the philosophy of the assessment of land to its highest value. I really wonder where you would stop with that sort of thing, because if you apply that universally across the province you might get into some sort of difficulty, perhaps in the rural areas in particular, where you assess the farmland—

Mrs. Campbell: No question.

Hon. Mr. Rhodes: —at its highest possible value, which would be, say, to put highrise buildings on it.

Mrs. Campbell: No.

Hon. Mr. Rhodes: I don't know whether your colleague might find a lot of his constituents a little unhappy.

Mrs. Campbell: No, Mr. Minister, if I may stop right there. In the first place, I made it clear that I was speaking about land in major urban centres, but also you have to take into consideration in "highest possible use" the use to which the land could be put. If it's agriculturally zoned it can't be anything else.

Hon. Mr. Rhodes: That's correct.

Mrs. Campbell: Right.

Hon. Mr. Rhodes: I think you probably hit on three major points in your remarks related to mortgage rates, cost of servicing and the planning process. They're certainly playing a big part in the high cost of housing and, perhaps, in some of the problems we are facing now. Mortgage rates and servicing certainly, as far as dollars are concerned; the planning process; probably at both the municipal and at the provincial levels of government has tended to slow things down. A part of that process I don't think you totally disagree with, and that is the public involvement in the process which, as you certainly well know from your experience in the city of Toronto and in any other municipality where rezoning was going to take place, or proposed zoning on land, always brings out interested citizens who have, in some cases, legitimate arguments or, at least, arguments in opposition to what is happening. Many times that can drag on through the various processes up to final decision by the OMB and maybe beyond that.

Mrs. Campbell: May I stop there, Mr. Minister, because there's no question in my

mind that there has to be that public discussion, but what I'm suggesting to you is that in the impact zoning process, that takes place at the initial stage. It doesn't take place as you develop the land. So, you put it in place with the people, first of all having all the information, because one of the problems is usually the people are going blind to a meeting and talking about envelopes and side-yard setbacks and all this nonsense that most of them don't really understand.

They don't have the data about their town to allow them to take the global kind of approach to the plan being developed. But once that is done they're part of the initial stages. In other words, the planning is done with the people, not by planners for the people. This is quite a different kind of approach to getting the involvement of people in that planning process.

[4:45]

Hon. Mr. Rhodes: I am not debating with you the pros and cons—well, perhaps I am—of impact zoning, or at least the interpretation of it. In your remarks you commented that impact zoning would touch upon such things as topography, watercourses, the quality of the land, which of course are very important. But I am wondering how you can apply impact zoning, including in it such things as air quality, smoke that is going to be generated somewhere in the area, or noise. It is pretty difficult to do that, especially if circumstances are such that what is now a two-lane highway suddenly has to become a four-lane one. You know better than I the impact that that has had upon areas such as with Highway 401.

Mrs. Campbell: Indeed I do.

Hon. Mr. Rhodes: Without the building of the 401, which I think everyone hailed as a great thing, much of what has happened in Ontario would not have happened. I think we will agree to that. But there are people who built next to that 401 who are now saying, "The noise is something we cannot handle." That certainly is an environmental impact. How would you, Mrs. Campbell, at that time have possibly applied impact zoning to compensate for what might have happened on Highway 401? I don't think any of us anticipated at that time the tremendous volumes of people that would eventually end up travelling on that highway, and on other major arterial routes within the metropolitan boundaries and in other communities—

Mrs. Campbell: I think, of course, if they had had impact zoning before it was built

it might have been a very different kind of proposal. But, because of that, what are you doing now in your planning—very little—with the aspect of noise and air pollution and the rest, even in Toronto?

Hon. Mr. Rhodes: That is part of the delaying process you and I are now experiencing. Before we get on with that sort of thing we are attempting to determine what the noise impact will be, and what will be the air quality in the area. Many times, when we delay the approval of a subdivision agreement or an official plan, it is because we find a piece of property proposed to be used for residential purposes that will be, in fact, too close to an industrial development, or to where a major arterial highway will obviously have to be. We then get into all kinds of hassles with, in some cases, the municipality; in some cases the property owner who wishes to do something on that property in the future; or, in many cases, the people who live in the area who are saying, "Hold on a minute. We really don't need that in here. We have enough problems."

All of this causes part of the delay in that planning process you and I object to.

Mrs. Campbell: You remind me, Mr. Minister, of a conversation I had with a former chairman of Metropolitan Toronto regarding the use of the computer in budgeting. He said that Metropolitan Toronto was too large to become involved in computerization for budgeting purposes. I did point out that the government of the United States of America had gone into that field, and I thought their government was somewhat larger than the government of Metropolitan Toronto. The same conditions have prevailed in the impact zoning area in the United States, and, according to everything I have heard and read, it is successful.

Hon. Mr. Rhodes: We will come back later to impact zoning and what is happening in the United States.

You had made the point that rent control is not having any impact on the provision of rental accommodation. Frankly, I believe rent control is certainly not the total cause of the problem. I think you have been experiencing that. But to say it wasn't talked about is really not accurate because I think Hansard would show that both yourself and Mr. Cassidy two years ago introduced legislation proposing rent control.

Mrs. Campbell: No, wait a minute. Mine was a year ago, and maybe Mike's came before—

Mr. Cassidy: Mine was about seven or eight months before yours.

Mrs. Campbell: All right.

Mr. Cassidy: But your propaganda forgot to mention it.

Mrs. Campbell: I am afraid that I just simply used my bill. That is all I did.

Hon. Mr. Rhodes: The other factor—and I think it was even later than that—was that the city of Toronto had applied for a private bill which would have allowed them to have rent control within Toronto.

Mrs. Campbell: A very different type of thing from what I was proposing—

Hon. Mr. Rhodes: Oh yes, but it was rent control.

Mrs. Campbell: —as indeed what we got is different.

Hon. Mr. Rhodes: I think it is fair to say that some time back—I won't be specific and say two years; 18 months perhaps—there was a fair amount of interest being shown in this province in the prospect of rent control.

Mrs. Campbell: Five years ago?

Hon. Mr. Rhodes: I wouldn't go back five years. I don't know. Perhaps you were involved at the time; I wasn't. I wouldn't argue with you on that Ma'am. But certainly two years ago there was some discussion on it.

Mrs. Campbell: I do stand corrected on the earlier period of Mike's bill.

Hon. Mr. Rhodes: On the question of the planning processes in the United States and your suggestion that their planning approvals come through in two weeks because of impact zoning, I have had some experience with what happens in some areas of the United States and, frankly, I can understand why they would get some of those approvals. In many states of the United States—in the one I am familiar with, Michigan, perhaps more than others—they certainly do not have nearly the same control or regulation as it relates to environmental controls on air and water quality and that sort of thing as we have in this province. In the city of Montreal, you can probably get approval within a couple of months, because they simply dump

the sewage into a pipe and pump it straight into the St. Lawrence River.

Mrs. Campbell: Yes, I'm aware of that.

Hon. Mr. Rhodes: Someone came in to see me and told me how terrible it was that you could buy a lot in downtown Montreal for only \$3,000. Sure, you probably can. I don't know; I never tried. But somewhere along the line somebody is going to take a cup of water out of that river and say, "Hey, we had better build some sewage disposal plants." And I sincerely hope that the federal government doesn't fund it 100 per cent. I hope that they don't do that for Quebec, that they will make them pick up their responsibilities.

Mrs. Campbell: I am with you.

Hon. Mr. Rhodes: I know you are.

Mr. Cunningham: They are doing the same thing in Burlington, Hamilton and Dundas—dumping raw sewage into the lake.

Hon. Mr. Rhodes: Yes, but they are in the process of putting in sewage disposal facilities in those communities.

Mr. Cunningham: Long after we have built up those areas.

Hon. Mr. Rhodes: Yes, but you and I know it's only in the last few years that we've become really consciously aware of the situation as far as water pollution is concerned; we've been really up on it and uptight about it only in the last few years. You are never going to get sufficient moneys to build all of those facilities.

There isn't a community in this province that wouldn't like to expand its facilities, but the difficulty is with the financing of them. They would love to expand them. Most of them have overflows of some kind; they try to handle it all, but they have some overflow. Combine that with environmental considerations being given now as to the need to have some sort of treatment of storm water, and you are going to be facing a very heavy financial cost to meet those requirements.

Therefore, to compare us with the United States, or some of the states of the Union, I don't know whether we want to step back that far. If we do, that would involve some of the tradeoffs I was talking about a little earlier in the discussions with Mr. Cunningham. The approvals are easier to get because they don't have as many hurdles to overcome.

Mrs. Campbell: I am not up to date on it now, but the ones that had the worst planning, such as Denver, probably took the longest time to get their approvals through—and it showed badly all along. If I gave the minister a list of place to look at, would he be inclined to go and look at them?

Hon. Mr. Rhodes: Sure —

Mrs. Campbell: Thank you.

Hon. Mr. Rhodes: —if I can get permission to go out of the country. And if I don't have to—

Mr. Singer: Oh, dear. Oh, dear.

Hon. Mr. Rhodes: You can come with me, Mrs. Campbell.

Mrs. Campbell: I didn't want to leave the impression that this is universal in the United States.

Hon. Mr. Rhodes: The other point is that I understand Metropolitan Toronto, a pretty fine community—I have to say that, because I am here—never even had an official plan for years.

Mrs. Campbell: That's right.

Hon. Mr. Rhodes: They did a pretty good job, though.

Mrs. Campbell: The city had an official plan, which was helpful because it was the core of the Metropolitan Toronto. It had an official plan.

Hon. Mr. Rhodes: But there is an awful lot of Metropolitan Toronto after you get out of the city of Toronto.

Mrs. Campbell: Indeed there was, and we kept pointing out that what they got were official plan statements that couldn't be enacted into legislation under any circumstances. That is what I am talking about by giant zoning bylaws rather than a plan per se.

Hon. Mr. Rhodes: I am just pointing out that we are reasonably effective, perhaps, because of the care and attention paid to it then by the elected municipal officials and the staff.

Mrs. Campbell: Yes, Boychuk could tell you that we were constantly hounding Metro to get on with the plan. He wasn't responsible for the delay. It was in Murray Jones' day; but he knew about it.

Hon. Mr. Rhodes: In your remarks you commented—and I have heard this on a num-

ber of occasions recently—the top priority must be given to housing. You have no disagreements with me on that at all, obviously. However, top priority over what? Priority over what?

I don't think we would be prepared to say that it would have complete priority over environmental considerations. I don't think we would be prepared to say it would have complete priority over the preservation of good agricultural land, and yet I can recall looking at the briefs submitted by the Ontario Federation of Labour, and they said the same thing: "Top priority of land for housing."

Mrs. Campbell: Does the minister not know that in large parts of Ontario we have land which is not good for agricultural purposes? Am I alone in having that knowledge?

Hon. Mr. Rhodes: Sure, I made the comment the other day that we could probably build 500 houses tomorrow, or 1,000 houses or 2,000 houses on land that you couldn't raise a disturbance on—which is one of my favourite expressions—but there is nobody there.

Mrs. Campbell: You could raise a disturbance.

Mr. Makarchuk: What are you talking about, nobody there? There's land in Kitchener. You have got land in Cambridge. You have got land in Brantford, and a lot of people there who want housing—

Hon. Mr. Rhodes: On that land?

Mrs. Campbell: And there's very little agricultural land in Toronto.

Mr. Makarchuk: Right, and it's not class one or two farm land, in most cases.

Hon. Mr. Rhodes: Then we should be building on that land.

Mr. Makarchuk: Well, why aren't you?

Hon. Mr. Rhodes: We probably will.

Mr. Makarchuk: I know you will—but when?

Mrs. Campbell: "But when" is the point, I think. You know, in whose generation?

Mr. Makarchuk: You will, but when?

Hon. Mr. Rhodes: You mentioned, for example—again, to get back to the other point you mentioned—the question of rent supplement. We think that's a good programme and it's going to continue, and it can be expanded. However, I was interested to note in

a clipping out of the paper, we were being criticized severely for not taking up 20 units—I think the Star said for not buying 20 units that were offered to us by some developer in Scarborough.

First of all, it wasn't to buy 20 units, it was to rent 20 units. Secondly, the article indicated that we had no call for two-bedroom units, which these all were. Sure, we have got calls for two-bedroom units. We are not pretending we don't, but not in that specific area. But from the same developer we did take 15 more units in another part of Scarborough where we did need them. So we are being criticized for doing these things. There are headlines in the paper: "We refuse to take them." Sure, we could have taken them—but they were in an area where we needed them in that particular part of Scarborough. Better we should go and take 15 units where we needed them—which we did under the rent supplement programme.

Mrs. Campbell: That's interesting. You say that you didn't need them. How do you examine need in a metropolitan area, because people are somewhat mobile?

Hon. Mr. Rhodes: But one of the criticisms that was levelled at me, earlier in these discussions by Mr. Cassidy, was the insensitivity of OHC of wanting to pick up people from this part of a community and make them go away over to another part of the community to live—and that's not totally wrong. You know we don't like to do that. If we have a call for 15 or 20 units and we can get them in an area where there are people who want to live in that area, we think it's better to do that—

Mrs. Campbell: I agree.

Hon. Mr. Rhodes:—than to take 20 vacant units in a community and bring people in from the other side of town.

Mrs. Campbell: I couldn't agree more, but what are the alternatives if you have nothing for them anywhere at all? The thing is you have been doing it. I agree with Mike Cassidy that it is somewhat insensitive, but I also say that there are people living in Toronto who would like to live in Scarborough—and how do you examine that need? Has there been an examination of that need? Are you just simply saying because they are not in Scarborough, which is a middle-income to upper-middle-income area, you don't find need?

[5:00]

Hon. Mr. Rhodes: But in our list of applicants, it does show where they are and where

they would like to go. We do find that out. With respect, when I mentioned Scarborough I was not suggesting that Mr. Cassidy had talked about Scarborough. He was referring to Ottawa and he was talking about senior citizens primarily at the time—it wasn't the Scarborough situation he was talking about. So I don't want you to blame Mike for something about Scarborough. He was referring to taking senior citizens out of one part of Ottawa and putting them in another part.

Mrs. Campbell: I think that is a different thing. My experience in my riding, where I have a disproportionate number of senior citizens—

Mr. Kerrio: Get your dial-a-bus for the Soo.

Mrs. Campbell:—is that you do have senior citizens who want to be close to their doctor and their hospital. I have nine hospitals in my riding, none of which has been closed—

Hon. Mr. Rhodes: Still got nine?

Mrs. Campbell: Yes. I feel that, yes. They don't want to be—and don't make a note of that. I saw that. I haven't been saying too much about hospitals, you'll note, in the course of all the debate. But, yes, they want to be close to their doctor and close to the hospital. When it's senior citizens that's a different thing. But for children perhaps?

Hon. Mr. Rhodes: They wish to be close to schools, transportation—

Mrs. Campbell: Of course.

Hon. Mr. Rhodes:—shopping facilities for the family. So I think all of these certainly have to—

Mrs. Campbell: I would suggest if you provided that housing you would certainly find that the people who want housing would be prepared to go and look at it. There are a lot of middle-income people who don't want to live in Scarborough necessarily. They'd like to live in old houses in downtown Toronto. But they can't, so they're being moved by the marketplace and by the availability of housing, too. It's a fallacy in some ways.

But with senior citizens and, I think to a large extent, the disabled, that's a different thing. They need to be close to the people who are looking after them.

Hon. Mr. Rhodes: I think we'd have to be aware, in our efforts to find a desirable location for people—especially those who are receiving assistance and who are on the lower

incomes—that we not move them too far from their place of employment, and that we have them reasonably close to good transportation so they can get to and from their jobs conveniently. I think all of these factors have to be taken into account. Rather than just saying that we will just go holus-bolus into this programme, I have to be reasonably selective in considering the areas where these people can most conveniently be housed. That is not always going to be easy and it's sometimes going to be slow. But I think that's the way to go.

I'm pleased to say there has been a reduction in the waiting list. I don't know totally what's caused it, but there has been a reduction on the family waiting list.

Mrs. Campbell: I think they've given up. That's what I think.

Hon. Mr. Rhodes: Maybe. But there has been a reduction.

Mr. Cassidy: That's right. You made them give up.

Mrs. Campbell: If you look at—

Hon. Mr. Rhodes: You like to conjure up as many monsters as you can. You don't want the monsters to go away.

Mr. Laughren: You sure gave them lots of help, John.

Hon. Mr. Rhodes: You don't want the monster to go away. If he starts to go away you're out of a job, so you've got to keep it going.

Mrs. Campbell: I have people who've been on the waiting list for years and they've given up answering your letters—you know the ones: "Will you please advise if you're still interested." They begin to feel, what's the use? Perhaps if some of the people involved in your ministry could just find out themselves how these people are situated, then I think you could boast about the shortness of the list or the elimination of a waiting list.

Hon. Mr. Rhodes: I'm not boasting about it. I'm just saying it's going down.

Mrs. Campbell: Hope deferred maketh the heart sick, Mr. Minister.

Hon. Mr. Rhodes: Not necessarily all the time. You don't want to believe that there is any progress being made.

Mrs. Campbell: I do, that's the problem. I do want to believe it. I just can't. I don't

see progress in the provision of housing for the people in the lower two-thirds of the economic scale. I don't see any progress in that area at all. I honestly don't, and I would love to. I keep looking for it, honestly.

Hon. Mr. Rhodes: You seem to feel the only answer to all of that is social housing.

Mrs. Campbell: Unless you look at some of the things that we have suggested over the years for incentives to other housing, then I think you've at least got to get on with social housing and hope that that then will filter up.

Hon. Mr. Rhodes: Could you tell me what you mean by incentives to other housing?

Mrs. Campbell: My Lord, I thought that is what I had been doing all the time I spoke.

Hon. Mr. Rhodes: I don't think you have. Tell me about the incentives, just the incentives to other housing.

Mrs. Campbell: All right. I touched on a provincial mortgage subsidy, an interest rate subsidy.

Hon. Mr. Rhodes: Excuse me, before you go any further, why should the Province of Ontario go into a mortgage subsidy situation when it could be resolved on a national scale by bringing into line on a national basis that moneys specifically earmarked for housing be at a substantially lower interest rate? Why should the province go into what is a horrendous cost over a long term in dollars when it could be done on a national scale? Tell me why the Province of Ontario should jump into it?

Mrs. Campbell: I suppose perhaps because the Premier (Mr. Davis) made that commitment as part of his election campaign.

Hon. Mr. Rhodes: That's a red herring and you know it.

Mrs. Campbell: No, it's not; it's not at all.

Hon. Mr. Rhodes: Certainly it is.

Mrs. Campbell: It was a commitment he made.

Hon. Mr. Rhodes: All of you know full well what the commitment was. His statement was that if the federal government did not move, we would subsidize.

Mrs. Campbell: All right, where is that commitment today?

Hon. Mr. Rhodes: They have made their move under the FHAP programme. If you don't like what your colleagues in Ottawa have done, fine. I think they've made an honest sincere effort to make a move. That's amazing. That is one of the few times I can say about my friend Barney Danson that I think he is doing something worthwhile. You don't agree?

Mr. Hall: He speaks well of you.

Mr. Singer: But not out aloud.

Hon. Mr. Rhodes: All you have done is started the process of separation, we are a long way from divorce.

Mrs. Campbell: Then there is servicing of vacant land.

Hon. Mr. Rhodes: Again you suggest that servicing vacant land should be done by the province. You don't think that would be considered as a substantial subsidy to the builders?

Mrs. Campbell: When you said there had been no suggestion from our party that any more moneys should be made available to the builders, I pointed to that as a programme that we had requested, nay demanded. I don't think it's a major subsidy to the builder because I think the builder passes on his cost to the consumer, and it is a substantial end result to the consumer, not to the developer. In the early stages, he gets an advantage, I suppose, but that has to be passed on to the consumer. You tend sometimes to talk out of both sides of your mouth.

Hon. Mr. Rhodes: Oh, you are an expert in the field; I bow to your expertise.

Mrs. Campbell: I don't know, I thought I had made my position clear, notwithstanding it seemed to be unpopular in some cases.

Hon. Mr. Rhodes: I simply asked you a question and you have responded to my question. I don't know where I've said anything different. I asked you and you responded.

Mrs. Campbell: I gave you assessment policy as another one, and in the matter of your own service I spoke to you about the fact that this province could eliminate the financial burden on municipalities with the provision of the social costs of your types of programmes, as other provinces do.

Hon. Mr. Rhodes: When you say social costs, you are referring specifically to—

Mrs. Campbell: Social services.

Hon. Mr. Rhodes: —social services as opposed to soft services.

Mrs. Campbell: The libraries and the schools are other matters and, goodness knows, they are a big cost. If you started with the elimination of the costs of social services to the local municipalities or the regional municipalities, which filter down, I would think that might be a very good place to start.

Hon. Mr. Rhodes: You are suggesting that 100 per cent of those costs be picked up by the provincial government?

Mrs. Campbell: No, I don't suggest that. You are forgetting the federal subsidy to the programme.

Hon. Mr. Rhodes: All right, by the federal and provincial governments.

Mr. Laughren: Mr. Chairman, I must say that I agreed with the minister when he was talking to Mr. Cunningham about the problems of rural sprawl, for lack of a better term. I represent a riding which consists primarily of small communities and sprawl between them—the northern part of it—and I end up defending the present system, which really bothers me.

Mrs. Campbell: It should.

Mr. Laughren: By which I say to people, no, I don't agree that you should get a severance on your rural property because I support tough planning controls, controls on land in general, and then see them being driven into the hands of the larger developers, where the costs are enormous and there doesn't seem to be an alternative. It's Hobson's choice. What seems to me to be the logical solution is getting back to the old municipal land banking. I believe now that the federal government has agreed to provide funds to the municipalities and the province—has it not?—to provide that. I know there are problems in land banking and I am not suggesting that it is a panacea, but particularly in the smaller communities—by smaller I mean Sudbury, the Soo, North Bay, Timmins, those kind of communities—it seems to me that there is a potential for land banking. I don't know about a place the size of Toronto. It seems to me that there would still be potential, but I feel very strongly that it's—

Mrs. Campbell: It is too late in Toronto.

Mr. Laughren: It could be.

Mrs. Campbell: We wanted it in 1961.

Mr. Laughren: There is still potential in the north for assembling of land municipally, if there is a proper kind of assistance from the other levels of government.

I will never forgive this government—and it is not this minister's fault—for approval of that Nanticoke steel complex. I think that was a watershed in Ontario and historians will look back and say that was one of the most serious mistakes of the Davis administration. It ties in with the development of Ontario, and where you provide housing and the availability of land in the different parts of the province.

What triggered it in my mind was the minister's comment that there is all sorts of land available that's not good agricultural land but there is nobody there. Well, there won't be anybody there either until the direction of growth in Ontario is changed and changed with some leadership provided by the government. I understand there is a hesitancy on the part of the government to strike out in bold new directions now when they feel that they have been slapped at the ballot box, but I would urge the minister to—

Mr. Makarchuk: Zapped at the ballot box.

Mr. Laughren: —ignore that zapping and slapping and get on with some bold new programmes, because I think that is what the people of Ontario want. I don't think they want more of the same old thing. I think that is why you were zapped, not because you were doing too much.

I know that emanating from the various government ministers, and the Premier (Mr. Davis) himself, is the belief that they were doing too much, there was too much government intervention and people didn't want all this, and therefore they are going to draw back. That was very evident in the Treasurer's (Mr. McKeough) comments about the development of Ontario when he tabled his reports on "Design for Development." I think he is dead wrong.

I would like to speak very briefly, if I might, on the whole question of the unorganized communities in northern Ontario. I know the minister knows what they are and knows of some of their problems, coming from the north himself.

At the present time, if someone wants to build in an unorganized community in northern Ontario, unless there is a freeze—a land freeze or whole area freeze—imposed by the

Ministry of Natural Resources, you just go ahead and build. There is nothing to stop anyone from building anywhere in northern Ontario unless it is either under municipal control, or unless there is a control order that has been imposed by the ministry, and I think it is still the Ministry of Natural Resources which imposes that.

Hon. Mr. Rhodes: No, it is now the Minister of Housing.

Mr. Laughren: It is?

Hon. Mr. Rhodes: Because the old section 17 of the Public Lands Act wasn't that good. Your head snapped up in disbelief; did you not know that?

Mr. Laughren: He is surprised that you knew.

Hon. Mr. Rhodes: I am surprised that you had to ask the question; you don't know.

Mr. Laughren: That is why I am here, to find out.

Hon. Mr. Rhodes: I thought you had great research? You just destroyed the myth.

Mr. Laughren: No, I do my own.

Hon. Mr. Rhodes: It is in my ministry now, and is under the Planning Act.

[5:15]

Mr. Laughren: Right now, it seems that you either have a complete control order which freezes everything or you have people doing their thing. I could take you into a small community in northern Ontario now with about 60 people where there's no road and no hydro yet there are people in the process of subdividing property for development. People will be living there year round.

It's as you mentioned with the school bus. I think you were thinking of being nearer built-up areas but this is hundreds of miles from anywhere and they're going to be demanding—as a matter of fact they already are—school bus service; a school, perhaps, itself; certainly hydro, they've always made that demand. The town is Biscotasi, as you probably know. There's no municipal sewerage, nothing in there and yet people are doing it, people are building.

Hon. Mr. Rhodes: Why are they building there?

Mr. Laughren: That's an interesting question. I've asked them that as well as myself. As a matter of fact, I'm going up there on Wednesday to meet with some of the people

about that. I think they're going there because they want to get away. I think a lot of people have some kind of romantic idea about remote communities. I think some of them truly like the outdoors and want to live there and have legitimate appreciation of remote communities. I think it's a mix.

The problem is that perhaps some of these people don't have children but they'll either sell to families with children or they will have children; or they will sub-lease to families with children. Then the problem gets very serious and the pressures which are applied to elected members, to government ministries, in particular, become really enormous. I don't know how you deal with that.

I would say that if you're going to—I guess what I'm saying is that the government needs to come to the realization that there are some communities which are viable and are going to grow and therefore we have a commitment to providing some kind of service to them. There are other communities and the government has an obligation to say to the people in those communities—I'm really talking about a control order now—"It's just not possible. We can't provide you with these services."

It's not good enough to say, as someone said, that it's caveat emptor. When they go in there they say, "I recognize there are no services and I'll never want them" but that does not work. It simply doesn't work.

One possibility, if you're thinking of communities which already are there, is they're unorganized. They're already there but there are problems, such as sewers and water, of which I've surely got my share in Nickel Belt.

I think the Ministry of Housing, because of its tremendous responsibility in planning, should be more concerned with other aspects such as sewers and water. I know you can say that's the Ministry of the Environment but I don't think you can separate that. I think the Ministry of Housing needs to have more input into that and make the point that in these communities there are alternative solutions to sewage disposal and communal water supply, particularly sewage disposal. It doesn't seem to me to make sense to provide a 75 per cent subsidy to an organized community and a zero subsidy to an unorganized community. You are getting back, then, to the northern communities bill to provide some assistance.

I don't think the Ministry of Housing needs to sit on its hands and wait for that to happen. I think Gogama is a good example. A paper company wanted to locate a number of houses there for employment purposes and the Ministry of Housing said, "Sorry, we can't give you any permits there because the water

table is polluted." Of course it is; very badly polluted and there's no communal water supply for the majority of the town.

We have a case in which that company is going to locate its people in an even more remote area than that, near the community of Shining Tree or Westree. I think that's a mistake. I think there was an opportunity to create a development near a built-up community with some existing services and to provide a subsidy to that community in the form of either holding tanks or one of the several new developments now in sewage disposal. The Ministry of Housing should be looking at alternatives because of the ministry's role in improving development.

Hon. Mr. Rhodes: In the case of that community, even the ground water is polluted.

Mr. Laughren: It's terrible.

Hon. Mr. Rhodes: The holding tank or some other form really was not very practical in that case because the ground water was already polluted.

Mr. Laughren: Yes, it wouldn't solve the problem with the water supply because that has to be communal. I don't know what more could be done to the water supply, the existing water table. It's polluted by about three or four different sources and I think it's irretrievable. The point I'm trying to make in a roundabout way is that the Ministry of Housing needs to take a look at the small unorganized communities and how they deal with them in terms of the provision of services to existing communities. That's the first problem.

Secondly, what do you do with the small unorganized communities that threaten—and I use that word advisedly—to expand? That's a very serious problem, particularly as time goes on. You're going to have people retiring in those communities. I don't know whether you have anybody in your ministry who has done any work on that, but I think somebody should be doing something on it because the problem is going to get worse and not better.

Hon. Mr. Rhodes: There is no question that there is a major concern there, Floyd, when you get into the areas of northeastern and northwestern Ontario. It is a real problem, a great problem. We've got what I hope might be an experiment that might show some results in an area that involves the problem just north of the city of Sault Ste. Marie.

Mr. Laughren: Soo north?

Hon. Mr. Rhodes: Bud Wildman's riding, where we have put into effect a planning board—

Mr. Laughren: Is that Soo north?

Hon. Mr. Rhodes: Yes—to get an official plan on to that land.

Mr. Laughren: It's unorganized?

Hon. Mr. Rhodes: It's unorganized but the people are working together. They are concerned. They want to get some sort of planning as a result of starting that sort of planning board. It started out as an advisory committee and it is now made into a full-fledged board. The people who before fought like they do in most small communities just let it go. Now they're more conscious of the need for some good planning. The difficulty I have with the unorganized areas is the severances of land and the building on lots, even where I have the orders on them, quite frankly.

Our colleagues are coming to us and saying: "Look, Mr. Smith wants to build a house out here and you should be agreeing to this and lifting the freeze or amending the order so that he can build that house." It becomes the first priority. "I've got to build that guy's house because he's living in something very substandard somewhere else but he can build something substantial out there and move in." You're really torn between them. I think the member himself who comes to see me, who may be a colleague of yours who philosophically agrees with what you are saying, but he's got the trade-off.

Mr. Laughren: I agree.

Hon. Mr. Rhodes: It's a real decision you have to make. Do you say no to this guy and leave him living in something substandard somewhere else? Or do you say, "Yes, you can have your severance to go out and build"? It's a major problem in those areas. I don't now how you're going to overcome that without a total zoning bylaw with the whole board.

Mr. Laughren: One of the spoils of victory, of course, is responsibility.

Hon. Mr. Rhodes: It's even one of the spoils of being in opposition.

Mr. Laughren: That's why I'm saying to you today that you've got to do something about it. It's politically expedient to let things go on the way they are and it's ridiculous, as an opposition member who could capitalize on saying to you, "Let it go and let

these people develop," that I'm having to say to you; "Do something about it."

Hon. Mr. Rhodes: If you take a look at the zoning orders that I've got on around this province right now you would have to think that I was taking a lead from your advice.

Mr. Laughren: No, I wouldn't.

Hon. Mr. Rhodes: You don't think there are enough zoning orders on now?

Mr. Laughren: I think that there is an incredible amount of sloppy development going on in northeastern Ontario. I don't see you doing anything about it—nothing. Tell me what you're doing about Biscotasi then. I don't expect you to know about every little community in the north but, all right—

Hon. Mr. Rhodes: I can tell you what is being done.

Mr. Laughren: —I'm using it as an example. I'm sure there are others where development is occurring and there is no leadership being provided by your ministry. It's not just that either. It's the small existing unorganized communities of 500 and 600 people. Biscotasi has 50 or 60 people, but in the larger ones. How many are in Soo north—1,000?

Hon. Mr. Rhodes: Oh, it's probably 3,000.

Mr. Laughren: That many?

Hon. Mr. Rhodes: It's a huge piece of real estate in Soo north. It goes for 90 miles, but in the immediate area which we are concerned with there are probably 1,000 to 1,500 in that area.

Mr. Laughren: One beginning would be for you to convince your cabinet colleagues to proceed with that former Bill 102 or some variation in that.

Hon. Mr. Rhodes: In an area like the Soo north, which I am very familiar with, the real answer to it as far as I am concerned is municipal status. I suggest to you again, would it be to all of our advantages—and I am talking about for the good of the province—if we did, in fact, take large areas in these unorganized regions where we do have small pockets of population and small industries, saw mills and what have you, and in fact put a boundary around them and make them into a township and give them municipal structure? Would that be an advantage? If so, I am not averse to giving

that a lot of serious consideration. It may be the answer.

Mr. Laughren: Yes, I think there are two ways you run into trouble there: One is the resistance at the local level and the other is the funding problem, because there is no assessment in those communities, or very little assessment. I don't know about True-Soo north; "True North" is a radical newspaper in the north, Ontario's fastest-growing newspaper; it just slipped out.

Hon. Mr. Rhodes: Are you an editor?

Mr. Laughren: No, I provide some right-wing balance to it; to its editorial policy at least.

Hon. Mr. Rhodes: I have got to see that.

Mr. Laughren: I must send you a copy.

Hon. Mr. Rhodes: First, I agree with you that there is real local resistance to it because they immediately envision their taxes going up.

Mr. Laughren: And they are right.

Hon. Mr. Rhodes: Second is the lack of assessment. But I think your colleague to your left, the hon. member for Cornwall (Mr. Samis), can tell you that in eastern Ontario there are a lot of areas where you have very low assessment but they are organized as townships and they are making some progress, not as much as they'd like, but they are making some as an organized municipality made up of a number of small communities.

Mr. Laughren: Are they newly-organized or are they old?

Hon. Mr. Rhodes: No, they have been organized for aeons. They are not new. But they are getting along and they are getting grants—in some cases highway grants up to 85 per cent, development roads at 100 per cent.

Mr. Laughren: But what I was trying to say was that you didn't have to go to that. That's where Bill 102 had some good points to it in that it didn't go the full way to municipal organization, but, nevertheless, it gave them access to grants. That caused some vibrations in those communities too because it didn't provide any kind of guaranteed level of services. They didn't see any benefits to themselves. I think that has to be built in in order to overcome that local resistance.

Hon. Mr. Rhodes: Did you also have to overcome the local resistance to paying any more?

Mr. Laughren: Absolutely.

Hon. Mr. Rhodes: There isn't a soul in the world who, if you want to offer them more for nothing, won't take it. In many cases in these unorganized areas people have gone out there for the express purpose of getting away from the larger communities where they were paying taxes. They go and locate out there. We have townships all over that were eventually amalgamated into municipalities—the Sudbury area is a good one. People moved outside to get away from these high costs and when they got out there they wanted all the services, provided they didn't have to pay for them. When you go into those communities and say, "Look, we are going to put in this sort of service but it will cost you so many dollars," it's "Go away." I don't know how you are going to overcome that local resistance.

Mr. Laughren: I think there is only one way. That is to bring in a bill like Bill 102 that does not make it expensive for them to administer their own affairs and gives them access—not something for nothing—but gives them access to the kind of provincial and federal funding that is not now available to them and is available to organized communities. If they choose not to take it up because of the local portion that they would have to bear that is their decision, but at least give them the opportunity to do it.

Hon. Mr. Rhodes: Would we then not be fostering the development of what would become bedroom communities?

Mr. Laughren: First of all, you are the only minister I know who asks more questions than he answers, but I think that I am talking about communities that are further away.

Hon. Mr. Rhodes: I thought you came here to share in some of the responses.

Mr. Laughren: Yes, but it is an unequal sharing. I am talking about communities that are further away. What is Biscotasing bedroom to? What is Gogama bedroom to? Soo north might be, perhaps, but not these unorganized communities that I am talking about. I know you would like to respond with another question but if you could address yourself to the questions and try to answer them I would be most appreciative.

[5:20]

Hon. Mr. Rhodes: I don't think I can give you an answer off the top as to how you are going to solve all the problems in the unorganized territories.

Mr. Laughren: I didn't ask you that.

Hon. Mr. Rhodes: Perhaps I may have the same problem as you have—that I really don't know, because I have some questions about it too.

Mr. Laughren: Would you tell me is there any indication the government will be bringing in any kind of bill to deal with the unorganized communities?

Hon. Mr. Rhodes: I haven't dealt with Bill 102, as you know. It is not one that I was involved with. I don't think we have any legislation in the books now to deal with this.

Mr. Laughren: I don't mean this ministry. I mean the other ministries.

Hon. Mr. Rhodes: I don't think there is anything in the offing at this time.

Mr. Laughren: That's sad. The bill was there and it did raise people's expectations in the small communities, and now you are saying "nothing."

Hon. Mr. Rhodes: I think as the deputy minister has just said to me, about the closest we would get to it in this ministry would be through the Planning Act review, which hopefully is going to give us some recommendations on these problems. You laugh, but I—

Mr. Laughren: Yes, I do laugh about these reviews.

Hon. Mr. Rhodes: —I haven't heard you come up with anything constructive either.

Mr. Laughren: Don't give me that. You had Bill 102 which you actually tabled in the Legislature. The Treasurer (Mr. McKeough) sent some of his people across all of northern Ontario and held public meetings in all of these small communities to discuss Bill 102 and have local input into the formation of the legislation. Then what happens? You drop it completely.

You ask why am I laughing at the review? That's why I'm laughing, because we have been through that process once about the problems of the unorganized, and nothing came of it. That's why I'm laughing. If you want to talk about the Planning Act review for Toronto or Sudbury or Sault Ste. Marie,

fine, go head and have your review. But it is not applicable to the unorganized communities in the north.

Hon. Mr. Rhodes: Wait a minute, I think you are wrong. I think it will have some application.

Mr. Laughren: I would like to be proven wrong.

Hon. Mr. Rhodes: I will make a sincere effort to do that.

Mr. Laughren: Please do. That would be refreshing.

Hon. Mr. Rhodes: You have been wrong many times. Let me find out the status of what was Bill 102. I may have something for you here when we come back.

Mr. Kerrio: The comments that I might have are in regard to the particular plans that are rather directed by what is in place in some municipalities. While we are considering the direction that we might put into effect with planning, I am wondering how much commitment we already have in some areas, in regard to commitments of services that have been sized for quite a good deal of development in specific areas. While we are thinking in terms of alternate planning to get people off farm land and place housing in places where the land isn't as good, specifically I am drawing my area into the picture, at Niagara.

I see a great deal of money being spent on Shriner's Creek area which is a specific area but covers a good deal of area to be developed. A good deal of money has been spent in the initial research and subsequently probably a good deal of money will be spent in that area. That makes a commitment that looks to me as if it would be good for the next 25 years. While we talk about planning at some levels, things have been put into place that would negate some planning we might be doing now and would try to take us in different directions.

I am suggesting to you we may very well be doing exercises in futility in some areas, that we have at very localized levels done planning. I wonder how aware the ministry and people at that level are as to the commitment that has been made and for how far along. I have just a couple of other areas I would like to touch on but I would like you to comment on that first.

Hon. Mr. Rhodes: Let me touch on that first. If I understand—and please tell me if I have misunderstood you—you are referring

to servicing that may already be in the ground, to service a particular area that might be at odds with what planning is now intended to go on.

Mr. Kerrio: More or less. We may be sized to continue in that direction and if we want to go in another direction, we have already got money committed.

Hon. Mr. Rhodes: Of course, that is perhaps one of the problems, as I see it, in some of these areas where we are trying to plan by servicing. We put the servicing in and then, obviously, that is going to dictate what is going to happen on either side of that pipe. I don't think it is necessarily good to do it that way. On the other hand, if there is an area in which you are going to be doing servicing today, gosh knows, if you have been involved in municipal life at all, or observing it, one of the great criticisms of municipal governments, and others, is, "Well when you dug the hole why didn't you do it right the first time?" Or "Why did you dig it up and put in a small pipe then come back two years later and dig it up again and put in a big one? You are wasting our money." Your municipal engineer for one, Environment I guess for another, feel that if we are going to go in there and spend the money to put in a pipe we might just as well put in a good big one right now, because obviously this area is going to expand. I think that is what happens.

Mr. Kerrio: I am not suggesting that they are not doing that; I am suggesting that in places where they are it leaves us committed to that area. I see in my area, and we have a heavy clay area that certainly couldn't be considered viable farm land. I am afraid that by the look of our commitment down there we have committed ourselves to going where the good class 1 and 2 farm land is.

Hon. Mr. Rhodes: I think that will probably be turned around.

Mr. Kerrio: It is next to impossible to turn it around if, in fact, we have done the amount of study and put the kind of money in there to advance the drains and things to the extent that they have gone. We, in fact, do not have any alternatives now but maybe to follow that route. I am suggesting that the cost of land is driven up too, when they are committed to specific areas.

Hon. Mr. Rhodes: Certainly.

Mr. Kerrio: The areas that should be built on now—I am a little disturbed that we are

not going in the right direction because of commitments that were made, not at this ministry, at other levels.

Hon. Mr. Rhodes: You are talking now about the local planning process?

Mr. Kerrio: Yes.

Hon. Mr. Rhodes: How long ago was this all done?

Mr. Kerrio: I think it is in the process even now.

Hon. Mr. Rhodes: I think the official plan is in the process of being put together for the Niagara region.

Mr. Kerrio: That's right.

Hon. Mr. Rhodes: Surely there wouldn't be anything carried out by one arm of the municipal government until such time as the official plan is complete?

Mr. Kerrio: The fact that concerns me is that some of this has been done two and three years back. It is obvious if you don't plan for 10 or 12 or 15 years ahead the services won't be there; the trunks and the heavy services. I am only suggesting that the longer we wait to bring in and implement plans the more committed we are getting in individual jurisdictions. I see in our area that we are, in fact, developing for housing viable farm land that possibly should have been set aside and gone in other directions. That is of grave concern to me.

The other area I would like to mention is—and, of course, there are many different views of this particular aspect of housing—I have to take a different view of the private sector providing housing. I don't think until anyone has had a fair chance to provide any particular service or commodity to our province that they could be criticized for not providing it. I think the fact that obstacles were placed in the way of the private sector, or possibly obstacles were not removed—I would leave it for you to discern which—the immediate response by some individuals that we go to the government to provide it because the private sector has failed is something that goes a bit against my grain. I don't think the private sector has had the opportunity in many instances to provide low-priced housing, because of the objections of municipalities and the cost of land and the other problems that have existed in that field. I would like to go on record and say that, because I am still convinced that where good competition exists there still is a real, viable answer to social housing.

Hon. Mr. Rhodes: I don't know whether that's a fair assessment, either, in total. Go back 15 years, and you will find that at that time there were very few of the smaller houses being built. Most of them went into the larger square footage, or the larger lots. This was a trend. People had the money. They could afford the houses and were buying them. The mortgage interest rates were much lower, so they were prepared to take bigger mortgages because the payments weren't that difficult to make.

People were demanding those larger houses, and that's what the private sector met. The market was there. They went out and built the houses that people wanted. But the same house and lot that you could buy 15 years ago for \$18,000, you know what it is going to cost you today to get exactly the same house and the same size of property. Builders were meeting the market and people weren't really interested in buying or building the smaller homes on the smaller lots in most communities.

The planning process at that time too, as I recall it, seemed to say that the ideal way to put a subdivision in was on lots with a 60 ft frontage and 120 to 160 ft deep; and the ideal home on that was a three-bedroom brick bungalow. That was the ideal. Everybody did that and in every place you saw a subdivision, it was all uniform. You know, if you went home tight some night, you might get in the wrong house.

Mr. Shore: You noticed that, did you?

Hon. Mr. Rhodes: That's right—in London. That was the trend. Nobody was interested in building those smaller houses. I don't think you could fault the private sector for putting up the product that was salable. You said they never had a chance to build smaller ones. They could have built them, but I just don't think they would have sold them.

Mr. Kerrio: At this juncture, we are now suggesting what the public wants. It is sometimes a long way from what they demand. What they need is what we should hopefully provide for them, and whether they will accept it or not, I don't know.

If I may draw a little parallel, while I am on that subject. The US has gone back to all these big cars in the face of a society faced with difficult times caused by an energy crisis. I am a little afraid about that particular problem that exists in our society today. People, for some reason, reach beyond what they might conceivably well afford. I am suggesting that on the first go-around, the private sector—I don't want to see them lose the ini-

tiative and the ability they have to provide in our society—

Hon. Mr. Rhodes: Should we then take a direction that was suggested earlier in the discussion here? When a new subdivision is coming into being, should we require that in that subdivision there be a requirement that, although there may be larger houses in the higher price range, that we also require that there be houses in the moderate price range and houses in the lower price range—that there be a total mix?

Mr. Kerrio: Yes.

Hon. Mr. Rhodes: Should that be a requirement?

Mr. Kerrio: Yes, I would suggest that that's a good alternative to the—

Hon. Mr. Rhodes: Should we, in fact, say to municipalities: "No, we won't approve the subdivision that you have put in for draft approval unless you are prepared to say that in that subdivision will be this mix of housing?"

Mr. Shore: They will be happy when you say that to them, probably.

Mr. Kerrio: I would encourage that. I would encourage that type of development and the assessment of it by the ministry, yes.

Hon. Mr. Rhodes: We are doing it to a degree now under our OHAP agreements.

Mr. Cassidy: Are you in favour of it?

Hon. Mr. Rhodes: Well, we are doing it. I think the mix is ideal. I always have said that. I think it should be a mix in lot sizes, as well. The ideal is to have a mix in the community, of having assisted housing of any kind built into the area so there's a better mix.

Mr. Cassidy: I am just worried about the Socratic dialogue—that the questions are all coming from you to the critics. That's something.

Hon. Mr. Rhodes: I would like to find out if some of the things we are doing have any support.

Mr. Kerrio: I don't object, Mr. Minister. I don't object to that. I am an optimistic fellow.

Hon. Mr. Rhodes: We are doing those things now, and yet I get the impression that nobody knows it.

Mr. Cassidy: I don't disagree with it, Mr. Minister. I think if you can find support from

the opposition parties, maybe you could knock a few heads together, either in the industry or among the municipalities.
[5:45]

Mr. Hall: I don't mind your questions, Mr. Rhodes. It's good practice for the future as far as I'm concerned.

Hon. Mr. Rhodes: At least you have made one concession. You expect me to be back.

Mr. Chairman: Have you finished?

Mr. McNeil: Yes, Mr. Chairman.

Mr. Chairman: Mr. Makarchuk.

Mr. Makarchuk: Mr. Minister, I just don't know where to start.

Mr. Shore: Start at the end.

Mr. Makarchuk: I have a feeling that you're a nice guy and everything else but you're going to go exactly the same way as the other Housing Ministers. The reason I say that is that what you're doing right now is not so much different from what you've been doing for a long time. You haven't been producing various types of housing at a price people can afford.

Hon. Mr. Rhodes: Hold on right there. You have to understand, and it's got to be made known in this province, that I don't provide housing. The ministry doesn't provide housing, unless we're going to go into a total programme that nothing will be built in this province unless it's built by the government.

Mr. Makarchuk: No, I don't buy that. You're charged with the responsibility to ensure that there is an adequate level of housing for the people of this province. That I think is one responsibility that you will admit to.

Hon. Mr. Rhodes: We have a responsibility to facilitate building new housing.

Mr. Makarchuk: The argument is how you go about doing it. That is where we have the differences. Nobody's advocating that the only people that are going to build houses in this province is the government. But I think you have to realize certain facts.

It amazes me to sit here and listen to views that it takes two years to get a subdivision through, and so on. I'm not the one to defend your ministry but that's a lot of crap and you know it, too.

But there is this myth floating around—I've said this before here—the myth that all that really matters is if you guys at the Ministry of Housing and Environment and other agen-

cies and some of the municipalities just permit the developers to do all the things they have to do, they're going to build the housing. That's a lot of nonsense. You know it and I think the people here should start realizing these things. Let's get away from that myth.

I think you've watched the process: A developer has a lot of lots sitting beside him, and he's putting them on the market at a rate that will give him a nice cash flow, taking into account his writeoffs and so on so that he doesn't pay too much tax. He'll come and he'll barter with the local planning boards and so on about the high density and various other things not sound environmentally. Of course, they generally get turned down by the local people and they get turned down over here. But as soon as he reaches the level where he's running out of land, his subdivisions seem to fit in almost automatically with what the municipality, the Environment people, and you people desire. It's amazing.

I also think there are certain make-work projects for the consultants. It's always to their advantage to drag it out. Every time they appear at the planning board not quite everything is right, so the next meeting is in two weeks. You make another trip down and you sit with the planning board again. There's another bill submitted and, of course, we have to go to Toronto, we've got to talk to the mayor, then we've got to go to the regional planning or the county planning board and that's another bill. So help me, I think these jokers have conned the developers to the extent that it ensures their economic viability.

But the only way you're going to resolve this thing—and where I think you're falling down—is your entrenchment on land assembly, on land banking, on developing these lands and putting these lands on stream. There's good evidence, like the Spurr report—and, as an example, Brantford, where we tried to put land on the market, where the developers were sitting on their remaining lots. In this case they had 8,000 potential lots for construction and there's nothing to persuade them to start putting that land on the market until such time as there is another agency.

The only agency available right now is the agency of the government. It should go in there and say, "Look, we're really serious about housing and we really want to get this land on the market." You could go into the standards—the standards you've got in this thing are good, except that what you've done here about urban development standards is you've just assumed that nothing can be done about land costs.

But even with your minimal standards, you find the difference in land costs is really negligible in terms of the total price that you're paying. But if you started developing the parcels of land that you have, and if you started planning ahead into the future in terms of acquiring parcels of land and banking the land, I would have a feeling that you were going to resolve the housing problem. In the first place you would start to put housing on the market at a price that people can afford.

You know, Mr. Minister, there is no shortage of housing. As I said to you earlier, if you have \$60,000 or \$70,000 these days, you can buy all the housing you need. It is just that about 80 per cent of the people do not have that kind of money to buy housing. It's amazing that on one hand we have this argument that we can't build houses, yet we can build the expensive houses but not the other kind of housing. What kind of nonsense is that?

But getting back to the trend of thought I am trying to get across to you, Mr. Minister, if you seriously tell the real estate industry that we are going to go into housing, that we are going to start putting land on the market at cost, I think that a lot of them will realize they can't afford to sit on some of this land. They are going to start realizing that perhaps they will have to change their standards; that they may have to adjust their densities; that they may have to adjust or conform to certain environmental requirements; and certainly they will have to settle for a lot less profit. Then they too will put their land on the market, but up to this point there is really nothing to persuade them to do that.

As long as you continue, as I said earlier, to do things in the way you have been doing them, you are not going to cope with the housing problem. And you are going to go the way of the other ministers; that might give you more time to go to Cuba, Mr. Minister, but I have a feeling that's the way you are going to go. The load will be dumped on your back; the housing problem is not going away, it's getting more serious. Somebody will have to take the blame, and you will be one of the people whom the finger will be pointed at; and people will say, "This man didn't resolve the situation." I would like to hear your comments.

Hon. Mr. Rhodes: I just want to make a quick comment. You mentioned the Spurr report, and it's interesting that you talked about consultants.

Mr. Makarchuk: Yes.

Hon. Mr. Rhodes: The Spurr report makes certain statements concerning landbanking. It says:

Government landbanking can achieve, to varying degrees, the following objectives: Reduce consumer prices of land; generate profits for governments; control expansion in support of planning goals; and provide land for social needs.

It goes on to expand on the advantages of public landbanking.

It would reduce the near-monopolistic powers of a few large developers and release private capital for more productive investment to be financed through a revolving fund.

That's Spurr. Then you look at what was said by a gentleman called Derkowski, who broke all the components of housing costs into 10 major areas and described subdivision plan approval.

The key determinant of the price of land is the supply of building lots. The most powerful force driving up lot prices is various restrictions on the volume of land development. There is a strong correlation between lot prices and the degree of complexity of the development control system.

The system of financing of services by local improvement taxes appear to work well in Quebec and results in an abundant supply of low-priced lots without undue stress on municipal finances. The presence or absence of public landbanking is not in itself a determinant of lot prices.

Here you have two supposedly competent consultants, who for the most part are going off in different directions.

Mr. Makarchuk: I am not sure who Derkowski is. Who hired him?

Hon. Mr. Rhodes: I know who hired him.

Mr. Makarchuk: Was it the Urban Development Institute?

Hon. Mr. Rhodes: Yes.

Mr. Makarchuk: Yes? Well, naturally, I have another report produced by the Urban Development Institute and reading from their own report, they say that up to 1978-1980 they had space for 8,044 housing units in the Brantford area. In other words, services are available or committed for these areas. And yet in Brantford we were No. 9 in terms of the cost of housing; our utilization per year was only about 400, 500 or 600 at that time.

The lots were there, the services were there, but that in no way helped to lower the prices; the reason is that in this case they were controlled by two major developers. That's the one point.

Of course, the other point, as Spurr points out, you take Red Deer, Prince George, Edmonton, Saskatoon, where there was public landbanking and the effects that it has on the prices of lots and the price of housing. Take Edmonton, where eventually the city stopped being involved in the public housing market and the costs immediately started to rise.

Or, you have the example of Regina and Saskatoon, where both were allowed the opportunity to be involved in public landbanking. One took the responsibility and the other one more or less sat back. Look at the difference in housing costs between those two very similar communities.

Mr. Minister, I really don't know. This concerns me. What is it within your department? Where is the reluctance? Do you feel that kind of an obligation to the real estate industry or what prevents you from moving in that direction?

Despite all the suggestions of social housing, little bits here and there, you throw little crumbs to people. You are not really going to attack the problem until you get in there yourselves. You don't have to build it. The guy who is building houses right now will be happy as hell to be able to pick up some land and go ahead and build the homes; they are crying for it. But right now what happens? The speculators who have the homes also control the builders. They decide where it goes, in fact. They operate their own building operation. It is a nice corporate hookup and if you lose money on one you put it in the other and you level off and you come out beautifully as far as the taxes go.

Hon. Mr. Rhodes: You know we are putting some money into landbanking—

Mr. Makarchuk: You are following the Henderson report, as I understand it. Last year when we questioned you you said you were cutting back on landbanking this year.

Hon. Mr. Rhodes: Yes, but we are putting money into the hands of municipalities for their landbanking purposes.

Mr. Makarchuk: I worry about that. The municipalities are very close to the developers and in many cases you find they are one and the same people. When the local developers see that there is a threat to their holdings in

terms of public landbanking or that eventually these would be developed and put on the market at cost, they get very uptight. Local council members generally back off, in fact.

Hon. Mr. Rhodes: But the very municipalities that Spurr mentioned are landbanking in those communities — Red Deer, Prince George, those are municipalities. Are you suggesting that the municipal councillors in those communities are not as dishonourable as they are in Ontario?

Mr. Makarchuk: No, I am suggesting that some communities in Ontario have municipal councils that will go ahead and do it. I think that the municipality of Toronto would be anxious to have the opportunity and I am sure you will find other municipalities. I also know in my own case, the Brantford city council, when the local Urban Development Institute came down hard—I don't know what the arrangement was but they certainly backed off on what they agreed earlier.

Agreed, they should be given the opportunity to go ahead into this thing. But that doesn't necessarily remove the obligation on you to go ahead as well. Ordinarily one would like to see this kind of thing decided at the local level.

Hon. Mr. Rhodes: Right.

Mr. Makarchuk: I will give them the opportunity to do that, but because they are not making the decisions at the local level, or because they are being servants, or they are individuals prostrate before the local speculators, I think the province has the responsibility to move in and try to do it.

We get into some of these other arguments where you say the councils get uptight. One of the reasons for new developments going in is the fact that the people who have housing there have so damn much invested in that housing. At least one-third, probably one-half in many cases of their income is going to pay for this housing. If there is anything real or possibly potential, any kind of a threat to what they have got tied up—in other words, if you come along we will say we want an OHC development or something which immediately conjures up in their minds all sorts of visions of how the thing will be depreciated, whether it does or not—they get very uptight because they have a lot of money tied up in there.

Hon. Mr. Rhodes: But that is not correct.

Mr. Makarchuk: But, it is.

Hon. Mr. Rhodes: It is not.

Mr. Makarchuk: All right.

Hon. Mr. Rhodes: If you are talking about today's subdivision—a new subdivision being built today—you would be correct. But, my friend, you know and I know, that in your community and mine and everyone's here, there are a great many homes that have been built within the last 20 years in the more developed and built-up areas, where if you attempt to go in and put in even a new subdivision where people are paying a heck of a lot less than one-third—the amounts of money they are paying are minimal because they're on the old mortgage rates at the old prices of 15 years ago. You try and put something in those communities. Why? Because they see the value of their land going down with what's been happening in the market. They see a house they paid \$20,000 for now worth \$80,000 and they say they want it to stay at \$80,000.

Mr. Makarchuk: That's not quite true. Even in Brantford, as an example, where you put in a subdivision, we sat down with the people. We called a meeting and I was

there and your people were there. We ironed it out. They went off happy and went along with the subdivision. In fact, they withdrew—pardon?

Interjections.

Mr. Chairman: Is the committee in favour of meeting at 2 o'clock Wednesday?

Mr. Cassidy: Can we have a word about that, Mr. Chairman? I think the critics, Mr. Hall and I, have made a point of adjusting our schedules so that we will be here. I am normally out of town on Fridays, for example. I would just ask the minister—surely Kingston can wait? You'll simply have to say to them that you're sorry, your estimates are up and you have to be here. We have a problem because there are only 75 days for estimates and if the minister is absent, as you were last week, that is a day lost which we can't retrieve. We can't get that day back, the way the estimates system works, because that day counted regardless of the fact that nobody was sitting to consider estimates on that day.

Mr. Chairman: The committee will meet on Wednesday at 2 o'clock.

The committee adjourned at 6 p.m.

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Ministry of Housing officials taking part:

Burkus, J., Executive Co-ordinator, Policy and Programme Development Secretariat
 Crosbie, D. A., Deputy Minister
 McDonald, R. M., Vice-President and General Manager, Ontario Mortgage Corp.
 Riggs, R. W., Assistant Deputy Minister, Community Planning

Ontario. Legislative Assembly



Legislature of Ontario Debates

SUPPLY COMMITTEE—2

**ESTIMATES, MINISTRY OF
CORRECTIONAL SERVICES**

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Monday, May 3, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

MONDAY, MAY 3, 1976

The committee met at 3:08 p.m. in committee room No. 2.

ESTIMATES, MINISTRY OF CORRECTIONAL SERVICES (continued)

Mr. Chairman: The Chairman sees a quorum.

Just one submission to the committee. I recommend, unless there are objections from any quarter, that we do sit on Thursday afternoon and Thursday evening if it is possible to do so. There's still conflict on Tuesday, so we'll leave Tuesday aside for the time being. If everybody finds that satisfactory, we will advance to the estimates and we will go ahead.

Hon. J. R. Smith: Are we not going to sit tomorrow evening?

Mr. Chairman: I see no reason why not. The House is sitting. Here's the problem: We have not been sitting on Tuesdays because of the conflict on our committee here. For this week I submit we will not sit on Tuesday, but we will get the extra day in on Thursday and then we'll see how things stand at the end of the week and then move into it next week. Will that be all right?

Hon. J. R. Smith: Mr. Chairman, there was a question raised last week by Ms. Sandeman of Peterborough on classified staff. The figures quoted by Ms. Sandeman were for the number of unclassified staff employed by the ministry as of Feb. 28, 1975. She indicated we had full-time 242; part-time 900; totalling 1,142. Effective March 31, 1976 we have full-time 306; part-time 1,161; total 1,467. Twenty-five have been absorbed by the complement provided on April 1. This effectively reduces the total full-time to about 280.

Mr. Chairman: We are on vote 1402 unless there are some questions arising out of that.

On vote 1402:

Mr. Breaugh: I still don't have my curriculum for staff training.

Mr. Chairman: Are there any outlines of the curriculum? Vote 1402, then, rehabilitation of adult offenders programme. We'll take it item by item I guess. Item 1, general administration. Is item 1 agreed to? Agreed.

On item 2, care, treatment and training of adult offenders.

Ms. Sandeman: I would like to take time to look at each category of adult institution, but I don't think we have the time to do that; I wish we did. There are a couple of things I'd like to start by focusing on, and maybe if the discussion goes on we will cover all adult institutions.

Mr. Chairman: Pardon me, you are free to range over as much as you wish.

Ms. Sandeman: I know, it's just that I know the minister has an important engagement on June 12 and I am cognizant of the fact we shouldn't keep him from that. Maybe he would like to come back on June 13.

The minister made a speech—one of many—to the St. Leonard Society last October. During that speech he said:

We ought not to be spending public money merely to set up processing plants for the production of resentful, demoralized, determined and ever more skilled lawbreakers. Only by restoring in the offender a sense of self-worth can we break the cycle, and unless we do there can only be more victims.

I think that is an admirable statement. I just wish we could carry through with that and, somehow or other, make that kind of statement apply to what we are doing, particularly in Millbrook, which is an institution which concerns me at the moment, I think, more than any other in the province.

I believe what we are producing at Millbrook are resentful, demoralized, determined and ever more skilled lawbreakers. I think part of the reason we are doing that is the physical setup of Millbrook and what goes on within the building. We are feeding into

the unproductivity of Millbrook by assessing a certain percentage of our offenders as being dangerous, unmanageable, hopeless and sending them to Millbrook, really, as a holding tank. Whatever we may say about it being possible to get out of Millbrook, very few inmates find it possible for reasons which I'd like to go into.

The British penal system for some time followed the Millbrook system in that they held their most difficult offenders together in one place. About three or four years ago the Home Office in Britain began to realize that this was totally unproductive. Robert Carr, who was then the Home Secretary in Britain, made a very interesting statement as to why he felt the British penal system should get away from the system of holding all the so-called violent, unmanageable, dangerous people in one place. He said that improvements must be made in that system and that he recognized that difficult prisoners must be held in a secure and orderly fashion for the protection of the public and to ensure that prison staff should have conditions providing the greatest possible safety and support in their task.

I think we would all agree with that. He came to several conclusions and I think I can't do better than quote them, because they seem to me so right in the context of what we see at Millbrook. He said, and this is just part of his argument:

To put all troublesome or dangerous prisoners in one prison would be to create a time bomb and a constant danger to the staff who had to deal with them. The likelihood of violence and breakdown would be very high, for most of the prisoners would, by definition, be violent, disruptive and manipulative. A special prison for the troublemakers must inevitably be seen as the end of the road for the prisoners in it, and it would be difficult to prevent the dominant atmosphere being repressive if the prisoners were seen as beyond the hope of treatment.

From this flow a number of other inescapable, practical problems. There would be massive control and safety problems. First because there would be nowhere to move troublemakers on to, however violent and disruptive their behaviour; and secondly because the absence of facilities for movement, for progress in treatment within the establishment, would in itself create control problems. Staff would be likely to feel just as trapped in the situation as the prisoners. There can be little real scope for treatment in a situation where,

by definition, the men were exclusively whom everyone else had found impossible to deal with or to make an impression on. The job satisfaction would be minimal.

I think by allowing Millbrook to continue we've fallen into the traps which Mr. Carr outlined in that speech.

[3:15]

I think we would all agree there are some inmates within the Ontario prison system who must be confined in a maximum security institution for the protection of the public and to work out the sentence given to them by the courts. I'm not at all convinced that more than, say 20 per cent of the present population of Millbrook, falls into that category. I'm not at all convinced that, even for that small number, we're providing the best kind of setting. It's the 80 per cent who are in Millbrook and who probably shouldn't be that I'm most concerned about.

I think the minister's statement about producing resentful and demoralized people is very well borne out by a petition which was received from Millbrook, from a group of inmates, who wrote to me and to Stephen Lewis, the leader of my party, in a very restrained and responsible way. I think it shows the extent of their unhappiness that they would take the steps of signing their names to a petition. It seems to me there might well be repercussions on inmates who write a letter of this kind of length, with this number of signatures on the bottom, about what's happening to them.

It's a very restrained petition and I'd like to share with the committee some of the things these inmates have to say about what happens or doesn't happen to them in Millbrook. First of all, they complained that letters they received from Mr. Lewis had been opened and resealed with Scotch tape. They feel that might have been done by the administration. It is their understanding that mail from MPPs and lawyers and so on would not be read.

These are some of the things they say; I won't give you the whole letter: "We, the inmates, are under constant tension. There is no communication between the superintendent, deputy superintendents and captain."

I know from talking to the staff at that institution they would like to have communication with the inmates, but the setup militates against that. It's almost impossible to have any kind of real to and fro communication between inmates and staff. The inmates writing this say: "They refuse and deny any request by an inmate about prob-

lems inside Millbrook." I understand that's probably overstating their case. I know there are requests that are acceded to but I think the important thing is how the inmates perceive their situation because it's that they will react to and it's that which will produce the tension.

The average inmate spends 18 hours a day in a cell. There are no programmes to help an inmate better himself in a cell. There is too much cell time being served. The education facilities are poor. [They go on a little bit about that.] Recreation while out of the cell is poor. We are out of our cells at night from 6 to 10. TV dominates our attention. We have asked the PTI staff to programme better programmes. They refuse and add programme selections that no one watches; then the inmates walk back and forth on the tier and there is tension. When weekend movies were taken away no reason was given.

I understand that the problem about the movies has been dealt with now.

They go on about the sports programme.

TV is a major source of our recreation while out of our cells. The sports programme is poor; lifting weights is the most popular sport in Millbrook. We are denied proper time to use this recreation as much as every third day. The so-called rebel and hard core, which is an excuse, the average hard core may number five in this institution.

The fellow doesn't express himself very well here but I know what he is trying to say; that the people in the segregation wings and the protective custody get more hours of recreation than the few wings that are normal population wings. His comment that these people get more recreation is interesting. Then he says that the so-called "hard core, which is an excuse, the average hard core may number five in this institution"; and that's the inmate's own assessment of how many really tough inmates you have; a lower percentage, even, than mine.

These next comments are really very interesting:

Inmates in here are created by how they are treated. The average inmate in here is between 16 and 19 years old. There are so few ways to use up the energy a youth has, the emphasis is on confinement, control and punishment in every form. In the past year, the emphasis has been on confinement and control to where the inmate has nothing; punishment by how we are

treated; the denying of any privilege to better ourselves.

They mention beatings by the guards. Whether or not beatings by the guards go on to the extent the inmates claim is very hard to establish. Whoever you talk to you get a different story, and I am quite well aware of the manipulation that inmates will try to use on anyone they think is sympathetic to their cause.

I had a striking example of that one day when I was in the institution and I interviewed about six people in a row, and the fifth guy who came in said: "I have to tell you, Ms. Sandeman, that inmate X was very badly beaten up and he's black and blue from bruises." I said: "Gee, that's interesting, because I have spoken to him half an hour ago and he looked perfectly healthy to me." This guy was on another wing and I said: "Look, you squash that rumour. It's just not true."

The thing that concerned me, though, was that that is an atmosphere in which that kind of rumour takes hold and is believed and the tension grows. The rumour is that on No. 1 wing so-and-so has been beaten up so the guys on No. 4 wing get pretty tough with the guards, because they feel that fellow inmates are being poorly handled. Whether the beating actually happens in the first place is important, of course, but I think what is more important is that this is a place in which that kind of rumour grows and feeds on itself and becomes productive of violence. When inmates are being violent guards have to react in a fairly tough manner and no one can fault them for that, they are forced to. You are not going to expect them to stand back and take physical abuse from inmates themselves.

Just as an aside on that, I would like to say that I had in my riding office recently a guard from Millbrook who was quite badly beaten during a fracas with an inmate. As if that wasn't bad enough, to have to be doing the kind of job in which a beating can be a daily happening, the final insult was that first of all he had to hassle with the Workmen's Compensation Board and then he is in a long process of negotiation with the ministry and with the government over his long-term income protection plan, because he can't go back to work, he was so badly injured. Not only are his working conditions poor but the system that is set up to protect him, the Workmen's Compensation Board, long-term income protection, turns out to be a mass of red tape. Just at the time he most needs most help from them, he can get least. However, that's an aside.

I'd like to continue with some more excerpts from this petition we received. It is a long one, so I won't read it all. Some of it I take to be rather coloured, and as I say I am constantly aware of the danger of manipulation, but some of the things they say in here we must take note of. The inmate who is the spokesman goes on to say:

This is the only maximum security reformatory in Canada. [I'm not sure if that's true.] There is more treatment and freedom in Millhaven than there is here. The attitude of the average inmate is hate, frustration, depression and tension. [Just the kind of thing the minister was saying we in this ministry wish to avoid.] More problems are created than solved in here. After an inmate has been here about 30 days he gives up caring and takes on the attitudes I described. We are told that after 90 days clean we are eligible for transfer. If an inmate is serving a long time he is transferred 30 days before his time expires. When a man serves longer than 90 days his mental outlook is—[I can't read his word there.] Being in Millbrook is mental punishment because of how we are treated. The social workers, psychologists and treatment staff is of no help to the inmate but to frustrate him.

Now the ministry staff will probably say, "We are doing all we can." Again I would say the important thing is what you get through to the inmate and how he perceives what is being done for him. If he feels he's been frustrated by the psychologist and the treatment then he is being frustrated and it's no good you telling him that you've got the most up-to-date treatment method in the world.

The superintendent and Queen's Park has the say on transfers and transfers are few. [He goes on to say paroles are few in here] There are no rehabilitation programmes for an inmate in here. Problems are created to make the attitudes that inmates have in here. In this letter only the basics are brought to your attention.

There is also another punishment for those who are a problem to Millbrook, the ghost chain, where an inmate is transferred to jails anywhere in the province to keep him quiet or to punish him. The answer to a problem in this system is Millbrook. Yet so often there was never a problem to start with.

I think that's very true, and I brought to the minister's attention on Friday a case in which the problems were created, I believe, by Millbrook.

The attitude of the average inmate is that next time we will be heard loud and clear. [There is a threat, a veiled threat running through this letter.] We're sitting here now and taking it but we may make our voices heard. A few inmates who know the price of riot prefer to use all intelligent procedures in order to draw attention instead of riot. In prison, common sense is not so common on both sides of the fence.

I think that's a very perceptive statement that this fellow is making. I spoke to him after we'd received this letter and he seemed to me to be as much trapped by the hysteria of a maximum-security jail as anybody else, but able to see, also, how one loses one's grip on common sense, both as a staff member and as an inmate, in this hotbed of tension and suspicion and lack of, as he puts it, "outlets for energy for the young men," and so on. He says that 95 per cent of the inmates there do not warrant this type of punishment. He identifies the three classes of inmates: the sex offender, protective custody and so-called hard core.

This letter comes from the hard-core inmates. We are treated different than the sex offender and the protective custody inmate. They receive more privileges. We spend too much of our time in a cell, average 18 hours a day. Too much idle time. No proper recreation or educational programmes. Too much brutality by guards, physical and mental. These are the basics.

These are the so-called hard-core people who are writing this letter. I think the important things that come out of that letter are not rumours about beatings by guards, but the atmosphere which this fellow describes of tension, enforced idleness, no feeling of progress and the feeling that you've hit bottom so why should you bother to do anything about trying to get yourself out in the 90 days.

[3:30]

I'd like to follow that up with a letter that was sent recently from a lawyer who has been acting as duty counsel at Millbrook and who goes to Millbrook frequently, I suspect with a fairly unjaudiced eye, and who wrote to the ministry and as far as I know hasn't received a reply yet to his letter.

It's a letter from a Mr. Day, who is very concerned about the psychiatric treatment, the availability of psychiatric treatment for inmates exhibiting homosexuality. I think it's a natural follow-on to the letter I just read from the inmates.

It doesn't warrant the same kind of suspicion that you may have that inmates writing to an opposition member may have an axe to grind. This fellow is a lawyer, experienced with institutions and working with offenders. He wrote to the ministry just generally "Dear Sirs," and I don't know on whose desk his letter ended up. I'd like to have some comments about how you are answering it.

Dear Sirs:

I am currently attending Millbrook Correctional Centre every week as legal aid duty counsel. I am writing this letter after a discussion with an inmate and two members of the staff at Millbrook Correctional Centre. Apparently Millbrook is the institution designated for incarceration of homosexuals and sex offenders, the group 2s.

I also understand that there is no psychiatric treatment or psychiatric counselling or any other availability of psychiatric services at Millbrook Correctional Centre.

This fact arose considering the case of an inmate who wants treatment for alcoholism either at OCI or by psychiatric counselling combined with involvement in AA. At Millbrook, he has been actively involved in Alcoholics Anonymous, but can get no psychiatric counselling. He will not be accepted by OCI because, although he was heterosexual outside the institution, like many inmates he has acted out homosexual tendencies within the institution and OCI considers he would be a disturbing influence.

The case raises, however, the more general question that psychiatric services are available at, for example, the assessment and treatment unit at Guelph or at Kingston, but these are overcrowded and the inmate in question cannot be transferred to these institutions except for the final, say two months, of his stay. Because of the group 2, he is assigned to Millbrook Correctional Centre.

It has to be completely absurd that psychiatric services are available at institutions where group 2s are not sent, but are not available at the institutions where they are sent. I understand that the ministry is not even allowed to call in psychiatric services from the psychiatric wing of the Peterborough Civic Hospital, near Millbrook Correctional Centre, because the ministry uses only its own psychiatrists.

Now Mr. Day may be mistaken on this. I'm sure he hopes to get an answer and I'd like to hear the facts on that.

Apparently the accepted way of getting around this is that a person who has been designated group 2 for homosexual activity must, if he wants psychiatric treatment, not admit that he has been acting out any homosexual tendencies and must cut his hair and generally do everything to try and get himself unclassified so that he may be transferred.

Presumably a sex offender has no such alternative and simply can never get transferred to get psychiatric treatment unless his initial assessment upon intake to the correctional system gives him sufficient priority at that moment to be assigned to a psychiatric facility.

Hopefully, in the case I was dealing with, it will be possible also to have some psychiatric counselling for the inmate during his final two months before release. The point of this letter, however, is to urge that psychiatric services be made available to inmates at Millbrook Correctional Centre where there are such a large number of sexual deviates, inmates with suicidal tendencies and other problem inmates who clearly might benefit from psychiatric services.

Yours very truly,

I think Mr. Day has put his finger on something which to an outsider seems one of the real ironies and anomalies of Millbrook. We have, within its walls, a group of people who are identified as having very special problems—arsonists, sex offenders, whatever it may be—people whom most outsiders look upon as dangerous and people we hope could be helped to change some of the more bizarre ways in which they exhibit their problems and some of the more illegal ways.

So what do we do with them? Very often the judges will give them the maximum possible for a provincial sentence and they will be classified and end up at Millbrook as arsonists or sex offenders or whatever it may be. Then they will leave Millbrook, still classified as arsonists and sex offenders or homosexuals or hard-core offenders or whatever, having received no help, but, as the minister himself pointed out, becoming more resentful and demoralized by the day.

As the inmates pointed out: What do you do with and for a 17-year-old who is in Millbrook for a year and a half? What do you do for the homosexual in need of psychiatric treatment?

What do you do for the fellow, about whom I spoke to the minister after the committee last week, who was receiving treatment

for two years between the date of his offence and the date of his conviction, was responding to treatment and was willing to continue with treatment but who has steadily deteriorated in his behaviour and his attitudes ever since his incarceration in Millbrook, to the situation where his wife is writing desperately to the minister asking for help and where his wife is phoning me after the weekly visits with tears, saying: "My husband is behaving like an animal. Millbrook has done this to him. He is the butt of homosexual advances by other inmates. He is throwing the telephone in the visiting room against the wall and becoming hysterical and he was never like this. Why isn't anybody helping him? What can be done?"

Why are we sending people whom we identify as having special problems to a place where they get only very minimal help for those special problems and which releases into the community people with those same special, and occasionally dangerous, problems?

I was very struck, last time I went around Millbrook with Mr. Fisher, that the major programme for homosexual offenders seems to be putting them into the tailor's shops because the correctional staff said proudly the homosexuals are better at sewing than anyone else. There they are, all lined up behind the sewing machines making the most beautiful undershorts, orange and blue.

Somebody commented they were as good as Arrow shorts, and the guard in charge of the programme said: "Yes, they are, but the pattern that the ministry gave to us to make the shorts from was no good at all. They just looked like flour sacks. So we unpicked a pair of Arrow shorts and used that for our pattern." You can be assured now that inmates throughout the correctional institutions in Ontario are wearing elegant orange and blue underpants modelled on Arrow.

Hon. J. R. Smith: They are not just all blue?

Ms. Sandeman: Some of them are orange, some of them are blue; it's a good split.

Is that the most we can do for our homosexual offenders, put them behind a sewing machine and keep their hands busy?

Really, the atmosphere of Millbrook is most distressing. I am sure most of the civil servants attending the committee today have visited Millbrook and I hope you are asking questions about the necessity for a Millbrook in 1975. I hope questions are being asked within the ministry about alternatives to Millbrook, for most of the inmates there, whether or not you take the inmates as five per cent

hard core needing maximum protection or my more conservative 20 per cent, I hope questions are being asked about what to do with the other 80 per cent to make it a more productive kind of punishment.

I hope somebody is addressing themselves, too, to the question of the enormous number of young offenders who are ending up in Millbrook classified as hard core at the age of 17 or 18. If the changes to the federal legislation go through, those young men will be becoming before juvenile courts in this province. They will be treated as juveniles. I think that should give us pause, that already we are treating these young fellows as if they have reached the end of the road as far as we are concerned.

There is a lot more I could say about Millbrook, but maybe I should give the minister time to respond as to what he thinks about Millbrook and what he is going to do about it.

Hon. J. R. Smith: I appreciate Ms. Sandeman's observations, and I think undoubtedly a number of them are very—well, I appreciate her remarks. I have had communications from her on Millbrook before and I have had copies of correspondence from the Leader of the Opposition (Mr. Lewis). I just signed another letter today about religious services there.

I would say at the outset my greatest concern is the large number of young people within the system generally. I think one of the most difficult things we face is the low average age of offenders.

I'm at a disadvantage, Ms. Sandeman. It is one place I have yet to visit. It seems that every time I see a day and a half blocked off to visit Millbrook something occurs. I really feel at a disadvantage, not being able to see it first hand. I intend to go there as soon as possible.

At the outset, a number of the treatment facilities that were lacking are now there. For psychiatric care, as an example, there is a GATU unit. Also, Guelph is now in operation. There are approximately 65 beds and it is going to serve a great need.

I want to go over some of the points on which I have knowledge and then I would ask Mr. Hughes and Dr. Hutchison to answer more fully so we can get into a discussion over the remainder.

I realize it lacks programme space, and all I can say is we intend, when money is available, to build a gymnasium there. I constantly hear from correspondents and by word of mouth about this lack of programme space.

The last time we made a check, there were no 16-year-olds in the institution but, unfortunately, 65 were between the ages of 17 and 20 years. Perhaps on the brighter side, the average stay at Millbrook is six months.

I'm glad you mentioned the difficulty the correctional officers sometimes have of altercations with inmates. It's so often in the press alleging assault, either in the training schools particularly or in institutions; it's the other way around. One of the serious altercations involved the physician at Millbrook who had a very unfortunate incident earlier this year.

I know Mr. Lewis' correspondence was answered. It concerned the lack of communication between the administration at Millbrook and the inmates. I believe I am correct—that there is direct communication available at the superintendent's parade each day, for contact with the superintendent.

I think, Mr. Chairman, with your permission, Mr. Hughes perhaps could go over some of the programmes.

One other thing, the long-term income protection you referred to is not a government programme. The bargaining unit employees are covered, apparently, by Confederation Life Insurance Co., and management employees are covered by London Life; so the ministry really does not make the decisions on eligibility for long-term income protection, it is either one of those firms. Now, Mr. Hughes, I think, first.

Mr. Hughes: Mr. Chairman, I appreciate Ms. Sandeman's statements, particularly the concern she has expressed. I think that on receipt of letters of the nature just read any normal person would be concerned.

However, it is a fact of life, however hard it may be to accept, that in any penal system one requires some maximum security facility. They are repressive; nobody likes them. I personally don't like them.

However, to discuss Millbrook, I think we have to recognize that in the whole system we have, at any given time, over 5,000 people serving sentences or waiting trials in jails. The Millbrook count runs around 200 and it has capacity for 250. We have never had 250 there. I think, when you break down and analyse the types of person going there, particularly the youngster, I can assure Ms. Sandeman that a great deal of concern is given to the classification of young people for Millbrook. We can assure you that young people do not go into Millbrook following classification as a matter of course or as a matter of routine classification.

[3:45]

Five types of prisoners go to Millbrook: One is the behaviour problem that has proven, over and over again, that he just cannot function in a less secure setting. That is the assaulter, the person who assaults staff or fellow inmates and so on.

With sex offenders, on which Ms. Sandeman has dwelt at length, we suffer from the same problems of any penal system; that is how do you treat a homosexual? It is very difficult. We have our clinic. We have our assessment centre at Guelph. Any homosexual does not go directly into Millbrook. He's assessed at GATU, or as it was previously the neuro-psychiatric centre at Guelph. The director of treatment there makes recommendations to the classification people on where this man should go to serve his sentence.

Of drug addicts and traffickers, it is mainly traffickers who go to Millbrook. They're invariably users who have also been engaged in trafficking. I'm sure those of you who are parents know the ease with which drugs can be got into schools. Drugs can be smuggled into any institution. Traffickers pose a real problem to any institution because they maintain their contacts through visits. We have to look at it very seriously.

The other group is escapees. We send people to Millbrook who have demonstrated they are prepared to escape from any maximum security institution. If a man escapes from Burch, which is an open institution, he is not considered as a candidate for Millbrook. But if a man has broken out of a jail, which is a maximum security institution, and has demonstrated by his conduct that he will go again, then obviously he's an escaper and he's classified for Millbrook. That is what we used to term originally a Group 4.

Last, but not least of this group, is the arsonist. Every arsonist is sent to Guelph assessment centre to be assessed for the degree of risk he poses. These people are very dangerous. They may be very likable people to talk to, very well-behaved; but our ministry, over the years, has suffered grievously from arsonists who have been classified for less secure institutions and have set fire to buildings, and barns which cost \$200,000 or \$300,000. We have learned the hard way with arsonists.

However, we still go on the recommendation of the director of treatment at the assessment centre after he fully assesses this man. He may keep him for a month or two months and then, finally, give the recommendation as to where this man should serve his sentence.

The type of inmates we get in Millbrook, and I hate to use that term but it's the only word I can use, the peculiar nature of the Millbrook type, and I know you may not agree with me, Ms. Sandeman, includes the type who write the letters you've read here today. There is nothing you nor I nor anybody else can do that would ever satisfy them.

We are not a repressive ministry. I think we're a compassionate and humane ministry, at least we try to be, and the whole operation of Millbrook is under constant review. We're attempting to introduce another staging process whereby people can stage out of Millbrook. That is actively under consideration at this point in time. There is a review system whereby everyone who goes to Millbrook appears before a classification board at the end of three months to see whether or not this person could fit into a more open setting. If they're not recommended by that committee, then obviously they feel pretty badly. I think we all would if we were in the same situation.

However, our main problem is how do we serve this type of inmate. How do we meet all the requirements of humanity and compassion when you have men who would assault any officer or fellow inmate, and who cannot possibly function in open settings. I have a list of the programmes at Millbrook and if you'd bear with me, I'll read them out: Industrial plants, that's the marker plant where we make the licence plates. It's not the best, but at least it's work and it teaches the work habits which most of those people have not had. There's the jobbing shop where they learn the operation of machines, welding, carpentry, plumbing, electrical services and painting.

Ms. Sandeman: Could I interrupt while you're reading that? Could you give us some indication of how many men on any one day would be in each of those programmes, because I've never seen more than two people in, say the Braille shop, or three in the jobbing shop. Sounds great, but there's nobody using them.

Mr. Hughes: It depends again, Ms. Sandeman, on the changing population. The emphasis might be on behaviour groups, they don't remain steady.

You may have 20 arsonists one month, and maybe only five the next month. They've gone out one way or another. Sexual deviants, that count varies also. The largest group is the behaviour group.

The escapees are a small group because the limit on consideration is five years. If a man escaped within the last five years from a maximum security institution then he's classified for Millbrook. However, if it's longer than five years, he's given an opportunity in another classification. We figure if he's five years older, maybe he's a little wiser, or maybe the situation governing the motivation that made him escape the first time is gone and he no longer poses an escape risk.

But I can certainly give you a list of figures of what the various programmes consist of. They have vocational training with small engines, which is a 50-hour basic course. That's in the process of assessment. It's either going to be revamped or removed. They have other programmes involving AA—Alcoholics Anonymous, as you know.

We are stuck with what to do with the man who won't work; who refuses point blank to work, who will not co-operate with the administration in any shape or way or form.

Also we have the man who goes into his cell and then writes to you and says: "I'm locked up 18 hours out of 24." He doesn't have to be locked up 18 hours out of 24. Lockup is at 10 or 11 o'clock at night, and unlock is at 7 the next morning. Most of the time, if they're locked up, it's by their own choice.

And as far as the person you referred to yourself, I checked that out personally with Dr. Dacre who examined him. He's got a very sad history, I suppose. It was his own request, during an interview, that he needed protective custody. He said he was afraid. He claimed he had been beaten up in Whitby jail when he was awaiting trial there.

I talked to Dr. Dacre for an hour about this case. He said he would stand by his classification that the man needs protective custody, that he spoke to Dr. Wolfgarth who is handling the case at Millbrook, who informed him that he'd had this person in group therapy and that he was hopeful of the way his therapy treatment was going along with the man's wife. Now that's how that matter stands at the moment, but it will be reviewed.

Ms. Sandeman: Did you say the man's wife was hopeful? The man's wife was in absolute despair.

Mr. Hughes: No, no; the professional person dealing with it—Dr. Wolfgarth.

Dr. Hutchison: Excuse me, Mr. Hughes. I think I know the case you're referring to.

The throwing of the telephone in the visiting room rings a bell.

This man has been in marriage counselling with the social worker. I'm just correcting Mr. Hughes in the point of who actually conducted this process. This was an arrangement made in an attempt to hold the family together. The man himself has an extremely poor prognosis, as Mr. Hughes has said. His motivation is somewhat questionable from all I can gather from talking to the people concerned. This man, by the way, is not a homosexual.

Ms. Sandeman: No.

Dr. Hutchison: That sort of confused things a little bit. However, there are homosexual patients, residents, at the Ontario Correctional Institute in Brampton, on the same units, but to go there they have to be motivated. They don't have to be particularly good security risks, in the sense that we have to show concern on the part of homosexual inmates that they either not molest other people or not be the subject of the abuse of other inmates themselves. By the nature of the cottage system at OCI, better supervision is possible. So there is a treatment centre for people of this type.

This gentleman to date has not qualified, mainly on the grounds that he impresses the mental health people who have seen him as not very well motivated. Now he's had a lot of therapy over his history, as you may be aware. He's also been in the federal penitentiary system. I only say this to indicate that it's a rather long-term kind of disorder the man has been suffering.

Ms. Sandeman: Have you had the reports from the Clarke Institute?

Dr. Hutchison: I have not, but, Dr. Dacre, who is our psychiatrist at the Guelph assessment and treatment unit, has. Now with the expansion of the 26-bed Guelph assessment and treatment unit, that is the former neuro-psychiatric clinic in the Guelph assessment and treatment unit, it will be possible to take more people, including homosexual or other forms of sexual disorder, and to be able to treat a wider range of individuals, perhaps some of the people who are not all that well-motivated but in whom motivation might be stimulated with the proper approach.

Mind you though, there is no magic in all of this. You mentioned psychiatric services. I worked in the mental health field and I've been involved in the treatment of sexual deviates for a number of years. The implication that if we had a full-time psychiatrist,

and I think we'd all like to see one there, at Millbrook, that our problems would be solved vis à vis the treatment of homosexuals or the other kinds of disorders, including anti-social personalities; I'm sorry to say that I don't think that would happen.

I would like the psychiatrist to be there because I think we could do more with a psychiatrist. We do have, as you mentioned yourself, a full clinical staff. We do have a psychiatrist, Dr. George Scott, he's the man in the federal penitentiary system—who will come on request and has. Dr. Dacre has attended there on request. Dr. Dacre has given every support to our development of a relationship with GATU so that we can send more people there for treatment so as not to be repetitive. We will be doing that shortly, GATU reached full capacity at the beginning of this month. To mention one other thing about psychiatric services, there is nothing—I don't know why anyone would suggest it—there would be no reason at all for us to reject psychiatric services, from say Peterborough Civic Hospital. As a matter of fact, Dr. Forrester, who is on staff there, did just that, gave us services.

[4:00]

Ms. Sandeman: Dr. Forrester hasn't been on staff at the hospital for 10 years.

Dr. Hutchison: It is not that long.

Ms. Sandeman: It is getting on for that long.

Dr. Hutchison: No it isn't, Ms. Sandeman, with all respect, it is not 10 years.

But the principle is that in the past we have had such relationships, and we would like to see them in the future. We also have the Botterell report, that was mentioned here, which recommended there be a psychiatric relationship between Queen's University and Millbrook Correctional Centre. We have gone to great lengths to try and foster that, but we haven't been successful so far.

As I say, we would like to see the psychiatric services there, but it is not going to solve all of the problems. Every individual who goes there is assigned to a unit and to a treatment person. These people run groups. The idea is to get people out of Millbrook. We have no vested interest in keeping people in maximum security, or even running a place like Millbrook. I don't know what possible motivation civil servants could have, let's say in advising their minister to maintain a place like this. It is a subject of so much extra work and concern and criticism on their part. Perhaps I can stop there.

Ms. Sandeman: It may be just a question of Parkinson's Law; the place was built, so it is full, not totally full but people go there.

Just to return to this one fellow we were mentioning. He had been getting a lot of help from the Clarke Institute and from other sources during the time he was out on bail. It seems strange that after conviction that all dries up; things that did seem to be helping him are withdrawn. The statement is now made that he is unmotivated. I think this speaks, again, to the way in which the inmates respond.

With respect to your remark, "that is the kind of person who writes that kind of letter"—yes, of course it is. That is the kind of person who is in the institution and perceives it as being a dead-end, depressing kind of experience. That's what is now happening to this fellow who was in therapy.

I agree with you totally that there is no magic ingredient in psychiatry. We could have all the psychiatrists in the world and we would still have problems, but when you have a fellow who was in an active treatment programme with his wife, to have that programme suddenly cut because he has been incarcerated, seems to me to be—

Dr. Hutchison: I am sorry, Ms. Sandeman, the active treatment programme with his wife took place in Millbrook Correctional Centre.

Ms. Sandeman: His wife has never been into any kind of therapy in Millbrook.

Dr. Hutchison: No, marital counselling by one of the social workers.

Ms. Sandeman: No, the active treatment was at the Clarke Institute and other places. I have the record here. His probation and parole officer was involved with it, and various doctors. The Clarke Institute apparently agreed he was motivated; that he was responding to treatment. They also stated the prison would not be beneficial and could probably cause a worsening in his situation. That was part of the recommendation that went to the court, through the pre-sentence report.

The judge responded to that by saying: "Well yes, we recognize that this fellow needs treatment, but we also recognize that he is a repeater." As you mentioned, he had been in a federal institution. Taking into account that it was a second conviction, the judge felt he had to sentence but he also made a recommendation the man go to OCI. The judge probably felt that would be somewhere where treatment could go on. I would

feel, from what you have said, that GATU would be a better place.

There does seem to be an enormous breakdown in communications between what happens to a fellow for the two years he is on bail—between the treatment programme that is going and the recommendations that are made to the court—and then the assessment that happens afterwards; but I don't want to go into a lengthy discussion of that.

Dr. Hutchison: Ms. Sandeman, please allow me to check into that—

Ms. Sandeman: Sure. I wish you would.

Dr. Hutchison:—whether or not this couple have been seen at Millbrook by a social worker, and I will certainly let you know.

Ms. Sandeman: His wife may well have talked to a social worker there, but she has no feeling that was in any way therapy.

Dr. Hutchison: I am saying "has talked", if I am correct, with a social worker.

Ms. Sandeman: There is a lot of difference between talking to a social worker and entering into an active, ongoing programme of therapy.

There are some comments I wanted to make in response to Mr. Hughes. I think you were repeating, really, what I was saying, that we define people as arsonists and a danger, send them to Millbrook, put them in the machine shop and let them out an average of six months or a year later, still as arsonists.

It seems to me we are abrogating our responsibility to the inmate by treating him inhumanely—and whatever you may say about Millbrook, I think 18 hours in a tier or in a cell is an inhumane way to treat people in 1976—and we are abrogating our responsibility to society if we don't make some attempt, however minimal, to stop that fellow being an arsonist, because he's going to be just as dangerous when he gets out and he has all those fires bottled up inside him that he hasn't been able to light within the stone walls of Millbrook. Excuse the mixed metaphor.

Mr. Hughes: Mr. Chairman, if I may respond, Millbrook itself has fairly good professional staff. They have a Ph.D psychologist, who is the chief psychologist; regional psychologists; three psychometrists, each with a master's degree; they have a senior social worker with a master's degree; and various other professional staff. I wouldn't

want to leave the impression we do nothing at all for people in Millbrook.

I do not subscribe to the statement that we have an inhumane system. Any maximum security is inhuman. However, we are stuck with it, there is no viable alternative that anyone, in the western world at any rate, has come up with to deal with dangerous offenders.

Now who defines them as dangerous, again is another matter. People who continually assault police, assault correctional officers, assault fellow inmates, are dangerous people and they have to be contained in a secure setting. We treat them with every means available to us. I just can't answer your statements any clearer than that.

Going back to the age of the offender today, our statistics indicate that two-thirds of all the people in our correctional centres and ATCs—adult training centres—are under 24 years of age. On a per capita basis, under 25s are three times as prevalent in the institutions as are older offenders. The younger persons simply commit more offences. That, again, is a sign of our times, I guess.

Hon. J. R. Smith: I just want to say one thing, Mr. Chairman, it has been mentioned about sending people requests all the time. I had the experience at the Easter break of speaking to an inmate at Guelph correctional centre who was unhappy there. He wanted to be in a programme at Maplehurst, in graphic arts, and he didn't like Guelph because he didn't have enough cell time. He liked it at Millbrook much better because he had more time to pursue his work.

Mr. Singer: Mr. Chairman, one of the things that bothered me about listening to a category of work openings that are available in institutions is a question that was posed at a meeting I was at a few years ago conducted by the University of Toronto Institute of Criminology. One of the gentlemen who was speaking was then the head of the federal parole board. He expressed loudly and quite definitely the worry that all these programmes that are done in federal institutions as well as provincial had the great effect of training a good safecracker into a bad carpenter. That remark stuck with me for quite a long time, and this has to be my question to you:

What follow-up have you done? We spend a lot of time, a lot of effort, getting a diversity of programmes, machine shops and carpentry and what have you. Once the door opens and the person who has been in an institution walks out free, do we have a

follow-up programme? Do we have any idea whether our programmes are useful or successful and at what rate? Not just recidivism, not just the number of times they are brought back before the courts and sentenced and come back into the institution again; the number of times they go out into the community and become good, responsible community citizens?

Hon. J. R. Smith: Mr. Singer has raised a valid point. One of the better institutions is Vanier. I would like Dr. Hug to refer to what the follow-up study on Vanier showed and then perhaps communicate about other surveys of any other centres.

Dr. Hug: First of all, with respect to the follow-up research that was completed recently at Vanier, within the first year after discharge or parole, 22 per cent or roughly one-quarter of the women were reconvicted. The other three-quarters avoided reconviction during the first year.

Mr. Singer: Can I interrupt you at that point? I specifically said I did not want to hear about recidivism. I wanted to know what follow-up you did into the community. The recidivism factor is quite obvious. If 22 per cent come back in, then you say that on 22 per cent it hasn't had any effect. But what about the other 78 per cent?

Dr. Hug: If I could say one thing more, Mr. Singer, of the 22 per cent that were reconvicted, 18 per cent were reincarcerated. Some four per cent, for example, got a term of probation, a fine, and they avoided another stay of incarceration. So 18 per cent of the women were reincarcerated and 82 per cent were not.

In the case of Vanier, we did follow them into the community with prior permission from the women. While they were in Vanier, they consented to a research interview being conducted after a year out in the community. We looked at their employment patterns, their general quality of life and what kind of situations they had found themselves in. I can assemble some summary statistics and pass them on to you with the permission of the chair.

Mr. Singer: Why should that be questionable?

Dr. Hug: I must apologize, I don't have those figures memorized.

Mr. Singer: Oh, you mean you haven't got them with you?

Dr. Hug: I have them with me in my brief case.

Mr. Chairman: It is up to you, Mr. Singer.

Mr. Singer: I would like to know really, what usefulness these programmes have had and the extent of your statistical studies. That was the thrust of my questions.

Dr. Hug: The most extensive study that we did with respect to following up adults in the community was the recently completed study of women from Vanier. I am just looking through here trying to find some representative summary statistics pertaining to what happened afterward.

For example, one question was did the former inmate work during the one-year follow-up period? Only two-thirds reported yes, and one-third no. One-third were totally unemployed during that period. They never worked at all. Two-thirds worked at some point.

Mr. Singer: Of the totally unemployed, how many were totally unemployed as housewives, as mothers or wives?

Ms. Sandeman: There is an interesting statistic on page 39 of your reports which gives the inmates' own perceptions of the value of work programmes after they were released. It is noted as a significant finding: "Only 36 per cent of those who had been involved in work programmes felt they had acquired better work skills." It doesn't say how much of them were using the skills, but it is an indicator of their perceptions.

[4:15]

Dr. Hug: I can't answer your question exactly, Mr. Singer. But in terms of the employment situation, and this takes into account the factor, did the woman desire to work upon discharge, 50 per cent were classified as having a poor employment situation, only 19 per cent were classified as having acceptable. I think if you put the two figures together, it comes out that the majority of women who were not working indeed wanted to work but they were unsuccessful in this regard.

In terms of the financial adequacy, the way the former inmates viewed it, only 34 per cent indicated that their financial situation, in their mind, was adequate. In terms of additional education that the women carried through, after discharge, only 16 per cent went back to school in one fashion or another. As to residential adequacy, only 36 per cent—one-third, let's say—claimed that they were satisfied with their living situation

and found it to be stable. In terms of emotional health, only 41 per cent were judged as being good. Eighteen per cent had been treated by psychiatrists after discharge.

Mr. Singer: Would it be fair if I said that even those statistics, as sketchy as they are, indicate something less than a raving success for the rehabilitation programme?

Dr. Hug: I think that's a fair statement. I personally subscribe to it. As we mentioned in one of the earlier sessions, in my mind at any rate it is a relative kind of thing. The inmates in our adult institutions, and the wards in our training schools, come in with such a host of problems, negative symptoms, that we can't expect a total amelioration of these kinds of things.

The emphasis in our research is not to come up with programmes that are, let's say, 100 per cent successful, not only with respect to recidivism but also financial situation work, but to tease apart the programmes that are working slightly better than others. On a comprehensive yardstick, where all these things are tied together, one programme might be 60 per cent successful and another programme might be 62 per cent successful. Some people might say, "So what? Thirty-eight per cent are still failures." But, to me, the impact is that two per cent of the inmates are better off by going into the better programme and therefore it behoves us to carry on with this evaluation.

Mr. Singer: Are those the only statistics you have from that one study done in Vanier or have there been any studies done where there are male prisoners?

Dr. Hug: We do have some studies on male offenders also. We have quite an extensive five-year follow-up study which is now undergoing analysis. This involved younger men who were incarcerated for the first time and who went into either Guelph Correctional Centre, Brampton Adult Training Centre or Burtch Adult Training Centre in 1971. Unfortunately, I don't have those figures with me.

Mr. Singer: But, generally, has the tabulation progressed to a sufficient extent that one is able to conclude that these programmes are successful or not successful? Or are we turning good safecrackers into bad carpenters?

Dr. Hug: It is really an unanswerable question, because the definitive thing that's lacking in any of these studies let's say at the court level, is some kind of random

allocation between institution programmes, for example, and some other type of programme; either no further involvement with the criminal justice system, let's say, or a further term of probation, extended temporary absence and this kind of thing. These kinds of studies haven't been done, perhaps because it's impractical and immoral to ask the judge to hand forward his decision on the basis of picking numbers out of a hat, saying this man randomly goes into Guelph Correctional Centre, while this other man we will try to rehabilitate on the streets.

We can't really answer the absolute question, "Are these programmes any good?" The only thing we can document in studies of this sort is that different types of institution programmes work slightly better with certain types of inmates, depending upon what we do to the man in the institution and the man's prior record personality.

Mr. Singer: Mr. Chairman, I find it difficult to put all this together. I am not blaming the civil servants who have to report on those studies. It's the inquiry which isn't there. I think so much of our apparent correctional services is done sort of in the dark.

I would have felt far happier if the federal people could have told me statistically—and they can't either—whether or not their programme seems to be giving some success. I think there should be some way of following these people into the community and seeing whether or not we are just putting in time, making the institutions quieter and less dangerous, or whether we are effecting some kind of useful rehabilitation which we are talking about.

One other thing—then I will be through for the moment—that bothered me a wee bit was the treatment of homosexuals. Hopefully I am wrong but did I correctly understand that homosexuals are being treated because they are bad per se or because they are dangerous to the community? When you discover an inmate has homosexual tendencies, is that something he has to be treated for even though he isn't a danger?

Hon. J. R. Smith: No. Mr. Hughes? Dr. Hutchison?

Dr. Hutchison: No. In any event, all treatment programmes in the Ministry of Correctional Services are voluntary. There is no treatment against the will of the individual.

Mr. Singer: I was trying to follow the question that Ms. Sandeman was posing. I am not familiar with the case she was referring to but I thought I gathered from the

question that when a homosexual is ascertained there is a kind of pressure that he be treated before he is released.

Mr. Hughes: No, I think what you picked up was the fact that homosexuals per se in an open environment create serious problems. I think it was in relation to Ms. Sandeman's statement that we put homosexuals in Millbrook for maximum security. That is one of the main reasons, of course, because you can have a homosexual who poses no problem as a person but it is a problem with other inmates the moment they discover that he is a homosexual. That's where the problems develop.

Mr. Singer: I did note on this piece of paper I was scribbling on, homosexuals—anti-social. I would suppose some homosexuals do carry on anti-social behaviour but I think many of them are not anti-social at all.

Mr. Hughes: No, sir. You have the passive and the aggressive. Both pose problems in an open setting.

Mr. Singer: But only if they are ascertained; if they are—

Mr. Hughes: Strangely enough, they always divulge the fact they are homosexuals. They don't keep it secret. And inmates, of course, soon find out if they are in contact with them. That's when our problems start.

Mr. Lawlor: I want to try to use measured tones, which runs very much against the grain of my personality. This ministry, since the time of Mr. Grossman, has not been subject to severe attack or really scappling criticism because Mr. Grossman did a great deal. As I remember, until his tenure things were quite bad and loose, there was a totally repressive atmosphere, etc. To give the man credit we felt in those days—Dr. Morton Shulman and I used to make extensive tours to the various institutions under your jurisdiction and the improvement was sufficiently momentous that we laid off.

What I have heard here today disturbs me very considerably. There's a certain atmosphere, a certain attitude, which I would like to discuss with you. It revolves around psycho-therapy and around the approach of the ministry in this particular regard. May I start cosmically, as is my wont. There is the allocation of criminal activity between sin on one side of the fence and sickness on the other. We all have to make our decisions and our judgements with respect to what motivations go into these things. So far as I am concerned, 91.7, just to be terribly, statistically, accurate, are sick. The balance of them,

I suspect they would include most traffickers, are people who by deliberation and by malicious intent, fully advertent, carry out whatever, even though they have to be careful about the generation of anti-social tendencies and the roots and their genesis. I think we are not infallible, of course, and therefore we must preserve societal harmonies as much as they are. Certain individuals must be simply incarcerated, whatever else we may do vis-à-vis that individual. Some of them are so recalcitrant that I would think they are largely incorrigible. They just simply don't wish to have the co-operative spirit.

But this applies for all that monumental rest, the 91.7 that I named. These people, in my opinion, went through a whole series of dynamics, many of them instituted by the society itself, not just in terms of poverty, which used to be the old socialist nostrum. But to remain cosmic for a moment, we're in the midst of a third revolution. There are three revolutions in the human race. I won't go into the other two. It would take time. But the third revolution was Freud. He gave us an insight into what motivates us, the hidden forces in our lives and, therefore, what afflicts and affects the criminal mentality. That is that person who has turned so much against others.

What goes into that is described by the different psychiatric schools in quite diverse ways. Some people latch on to self-hate as being the central thing. Why we disaffect it; why are we angry people; why have we these tendencies to violence; why do we aggress against others; why do we assume airs of superiority; why do all these things happen? They say, because you hate yourself so deeply.

Then there are the other ones like Karen Horney who will find aggression is the central mode in the operation. Freud would go the Oedipal situation that you hate your father, or in the case of the woman, vice-versa, and all the dynamics that flow out of that. Very deep stuff and very good. He's been questioned and a good deal of it's been broken down and hasn't proved valid.

I think in the terms of the homosexual, you see, there isn't any overall approach or cure, partially because of the reasons you mentioned before. Because at a certain level of the development of the homosexual tendencies they become affirmative. In other words, they say they adopt a position of defiance on one side or pride on the other. They are homosexuals. Then they cite everybody from Socrates to Oscar Wilde, including Shakespeare, by the way, in between, as showing that the most creative and dynamic people in

our society, those who are the most imaginative, are ipso facto homosexuals and all of the rest of you heterosexuals haven't got a creative spark in you.

This is hard to fight and that's one of the reasons I think it's extremely difficult to get to. I think we all have friends, homosexuals whom we know from the tenor of their lives, from their childhood and the way in which they interact even with their families, where the flaws are and the overweening mothers on one side of the fence—pampered. You could go on and on on this particular kind of thing.

I'll come eventually to what I want to say. There are two currents operating in your ministry. You want to be humane basically. You're aware of rehabilitative care. You're aware of the new criminology. You move basically in that direction. You're also very much aware, particularly on the political end of it, that the society doesn't go along with that. There is a counter-tenor out there, moving in a repressive, punitive direction. The people think that if people commit crimes, throw away the key. That kind of thing. That too, for my money, is psychopathic in the population. Revenge motives of all kinds are deeply pathological.

But they're there and we politicians have to live with them. How do we fend with them? I find it very difficult. Sometimes one is terribly disappointed that at this stage in civilization all these barbaric undercurrents not only are present but rise to the surface and take predominance and rule our lives and force you into positions in which you soon have to find some kind of middle ground.

[4:30]

All right, public life is a heroic thing, where you stand the way you stand, you say what you say. If they don't like you, they know how to get rid of you. That's just the way it is. So the basic position we take is not to knuckle under.

If we think that the path of mental health and the path of what they—including Trudeau on occasion, blast him—would call tenderheartedness or tender-mindedness or some sort of thing, this is pure Nietzschean nonsense, you know, that you put the repressive thing on and we torture ourselves because we're going to become supermen.

All that is totally self-defeating. What has been said here this afternoon, and what struck me so strongly when I was sitting there, is the self-defeating aspects of the thing. What Ms. Sandeman has put her finger on here is that you bring people into these institutions, particularly into Millbrook,

where you've got maximum security—the Bastille of Ontario, that incredible monument with its doors and its clangings and its lights, and the guy who erected the damn thing back there with some major or general or something from the British army was going to set up a mausoleum on the hill and he was damned well going to coerce everybody into some form of sanctimony.

The fact is, it doesn't work, does it? The fact is, they do come back constantly. The amount that goes to the taxpayer is atrocious in this particular regard. You do nothing to ameliorate the condition basically. I suggest to you it is because of a kind of insouciant or bland attitude toward psychotherapy. I know the shortage of psychiatrists. I know how difficult it is. But you have them immediately available at the Peterborough hospital and don't use them. You can't bring a psychiatrist in on request or on call.

If we are going to do anything in the realm of corrections for a whole range of people, 91 per cent maybe—not quite that—there are those who are somewhat balanced and the incarceration does act as an ameliorating factor and they don't go back again. But for many of the rest, with respect to their subsequent lives and their relations with their families, their jobs, the whole way in which they operate in society, they don't have to be in jail to be pushing people all over the place and undermining the whole workplace. It only takes one deeply disturbed person, like the rotten apple in the barrel, to dislocate a whole assembly. The Liberal caucus knows that.

Mr. Singer: You should have learned.

Mr. Lawlor: What you have to have is continuing therapy. I know it can't be therapy in depth, and it doesn't have to be by a qualified psychiatrist, although in supervision he should be there. There are all kinds—and this is a developing field of paramedical personnel—of people with empathy. There are institutions in this province operating in that way where people have not medical qualifications in this particular area. We must broaden and open our minds to such individuals working within the hospital to give a continuous, ongoing treatment, to see a man once, twice or three times.

Arson is a purely psychotherapeutic pathological problem. The guy sets fires because of sexual excitation. Well, really everybody knows that. What attention, what care are they being given up there in Millbrook? You can't just talk to them nicely because they are very nice fellows, most of them, as you

yourself said. The fact is they are deeply disturbed and alienated individuals with deep currents of dislocation running in their lives. Unless we attend to that frontally, unless we give attention to that and provide the services, you're going to have them out six months, two years later. They'll knuckle under, they'll go along and then they'll come out and they'll set another fire, bigger and better. What it costs—\$2 million when a building burns down—could have been saved by \$20,000 spent in this particular regard.

I'm not saying either—let's be clear about this—that the psychotherapeutic care of which I speak is curative, is a panacea; it's not. There are—I said in particularly the homosexual—a very wide range of illnesses that cannot be cured.

It requires a great amount of receptivity and co-operation on the part of the patient, he has to be alive and aware and willing, and many of them are not. But is the atmosphere conducive to them being so willing in the penal setting of Millbrook and some of the other places? No, it is not, it is quite the contrary. The whole thing turns everybody off, including the attending physician.

You would get a sufficient number if we instituted a programme where people were given even once a week—it should be oftener; if you read Robertson Davies' book, as a very wealthy lawyer, not able to practise in the courts any longer because of all kinds of conflicts inside himself, he went off to the Jungian Institute in Zurich, Switzerland, and took therapy every day of the week, it was every day of the week for a full year. Then he came out, this Robertson did, and I think this is an authentic case history of Robertson Davies in one of his most recent books.

You can't do it that intensively, but you have to do somewhat better, and I think the range of possibility, with just a little more emphasis, with a bit more attention and care, would obviate many of these instances. I think of these profoundly sexual offences, which are all psychotherapeutic in origin, no question about it, dislocations in childhood basically, and the arsonists, for heaven's sake, and many of these aggressive people, many of these people with profound aggressions against others, they are working out in themselves deep inferiority states, that they don't feel worthy, and they are damned well going to show others that they exist and people won't overlook them.

We all raise children, we know how exhibitionistic children can be because they don't get the right attention from any num-

ber of people, and how they act out, tantrum fits, the whole thing. It's the same thing for the adult offender. All people who are mentally ill are children. It is infantile. All mentally ill states are infantile states, and we come to recognition.

Governments and government people, executive personnel, seem to have a kind of resistance, as Freud would say, against the psychotherapeutic. I don't know if they feel frightened themselves personally in some way, but I was at a group the other night of psychologists and psychiatrists and they said: "What the hell is wrong with you government guys? We go up to the federal government and nobody will talk to us, and it is not much better at the provincial level either. You just won't take us into your confidence. You just aren't open and aware. There is a trepidation, a fear, rooted in there, and we think they are all subject to some kind of analysis also."

Mr. Singer: That wasn't the group that showed up in response to your ad?

Mr. Lawlor: No, that was a different group. I have a few more things to say with respect to Guelph. I would like to know the number of adults in Guelph, not right now necessarily. The inmate population has been a bone of contention to Mr. Singer and me down through several centuries now, as to that Guelph setup, you know. You've been cutting back and that's fine, and you were breaking it all up and it hasn't happened, and you had 700 inmates in there at one time, all first offenders admittedly, but some older men mixed among younger men, which you felt regrettable but which was nevertheless the case. It has gone on for a very considerable period of time.

I want to say that I think the Ombudsman's report is going to come down and, far more so than anybody in this committee, it is going to be quite damning of your operations in a diversity of ways with respect to the whole, with respect to the treatment of offenders.

I think the one area in which you always come out all right is in terms of food. I don't hear too many complaints about that any more, but I anticipate that Maloney's report, which he has been preparing for some time, will make us all pick up our socks in the area of penal institutions, and more power to him. If he does so, he might even get a little extra money to carry on his operations.

I have been told that at Milton jail recently the inmates are confined and there is no exercise allowed to anybody in that institu-

tion. I was told that over the weekend and I would like to know whether that is the case and, if so, why?

Lastly, will the ministry give some good consideration to a thing that was brought up by Mr. Stong the other day—and quite rightly, we mentioned it many times in the past: General Motors, Eaton's, any number of the big institutions in this province won't hire ex-inmates. Everyone accepts that fact in fiduciary relationships of all kinds; you wouldn't want an embezzler or a thief occupying a position of trust. Nevertheless, there are whole ranges of jobs and what not which can be done in various factories and shops which wouldn't require that at all. Yet, by deliberate policy, they exclude them. I'm of the opinion that we should pass legislation—and I would like to elicit the support of the minister in devising such legislation—to make that impossible.

What is the point of putting men indefinitely in jail, for periods of time, using all kinds of rehabilitative techniques—some of which I trust you will adopt as I've indicated today—and then have them come out on the street, totally derelict, frustrated and driven back into crime simply to make a living, to get ahead. Why should all these holier-than-thou institutions, looking down their noses, be permitted to exclude them from their employment policy? It is highly discriminatory. It's not in the best interests of society and I think it is high time in this province that we moved in that regard and did something about it. That's enough for the time being.

Mr. Chairman: Does anybody dare respond to that?

Mr. Lawlor: Point by point.

Hon. J. R. Smith: I think this will probably be the highlight of the ministry's estimates. I heard Mr. Lawlor talk once before in this eloquent vein and I appreciate his remarks.

He had some specific things. He mentioned Guelph Correctional Centre which has a capacity of 450 and is averaging around 480. There are recidivists in that institution now. It does have a unit programme and the old facility has basically been revamped by inmate labour.

I'm aware of the holier-than-thou attitude to which you allude. I'm still getting it in the neck for having signed a leasing agreement with a certain meat-packing firm of which one of the principals had 12 charges of short weighing laid against him at the To-

ronto stock yards a number of years ago, over a two-month or month period. Some people say you just shouldn't have any dealings with someone who has had a conviction and goes right back to—

Mr. Singer: It wasn't quite the way that was put.

Hon. J. R. Smith: Pardon?

Mr. Singer: Mr. Lawlor said you don't put somebody in position of trust, handling money, who had been convicted of embezzlement.

Hon. J. R. Smith: I don't know if Dr. Hutchison or Mr. Hughes would care to say anything further about Mr. Lawlor's remarks?

Mr. Hughes: I would certainly subscribe to a lot of what Mr. Lawlor says about people being sick. However, we experience serious problems in this area when a man is sentenced by the courts and our doctors feel that this man is mentally ill. We arrange for that man to go away to Penetang or some other Ontario hospital for an examination and he comes back to us 30 days later to serve his sentence.

I can give you an example of one of these cases. A young man was charged with an assault against his own father—a young, powerfully built man, 22 years of age. He was in jail following charges laid by his own father. He assaulted the medical officer in the jail when he was being medically examined and he assaulted one of the sergeants. We got him away to Penetang. He was up there 30 days. He came back certified as okay. He assaulted the police officer who brought him back and we finished up with that man in our system.

Mr. Lawlor: How about a little therapy, Mr. Hughes?

Mr. Hughes: Yes, sir, maybe therapy would have been the answer but—

Mr. Lawlor: I don't know any other answer. Do you?

Mr. Hughes: We have many instances of violent people like this who should be in a mental hospital, or hospital anyway, but they finish up in prison, which is not the place for them. I think we would agree on that.

[4:45]

Mr. Lawlor: I am not happy with that reply. You are not responding.

Dr. Hutchison: Mr. Chairman, I don't know if I can respond.

Mr. Lawlor: When you don't respond I don't even know if you understand what the nature of the bloody problem is.

Dr. Hutchison: Well, let me try. You are saying that beneath every anti-social act—not every, but almost every anti-social act—there is an underlying pathology. I believe that's your basic premise. Is that not correct?

Mr. Lawlor: I am saying these people are alienated and I think they are basically mentally ill and need a little therapy. They don't need extensive therapy, but simply to shove them into jail, lock them up and treat them in the way they are basically being treated now, only further brutalizes them, for heaven's sake. They store up their resentment and pour it out when they get out. We are all the victims of it, and it is costing us a fortune. The sooner we break that down the better it is.

Dr. Hutchison: Can we distinguish, however, between those persons who commit acts which bring them into conflict with the law, in which there is an identifiable mental disorder, a form of neurosis or psychosis, that would be clearly stated as such by a psychiatrist or a panel of psychiatrists, and those people, on the other hand, in whom this underlying sickness, illness or pathology, if you will, is inferred.

We were talking about homosexuals. I am sure there is no one in this room who does not know that this is no longer considered a disease, according to the American Psychiatric Association categories of mental illnesses or mental disorders. I suppose what I am saying is that the existence of homosexual behaviour is not *prima facie* evidence of neurosis.

Mr. Lawlor: I am sorry to interject. I am going to say get off homosexuality, please, it's too difficult.

Dr. Hutchison: Let's get on to the other things as well.

Mr. Lawlor: Try an easy thing like arson.

Dr. Hutchison: Like arson? Let's try arson. I am sorry to say that there aren't very many easy things in this field. I am sure, Mr. Lawlor, you have your tongue in cheek when you say that there is a sexual basis to all cases of arson. There are, in fact, numbers of subdivisions of the dynamics of arson.

Mr. Roy: That's right.

Mr. Lawlor: My irony doesn't get through. Let's take a really easy thing, like beating up every guard and every prisoner that he sees around him. Anybody who gets within range, he socks. How about him?

Dr. Hutchison: As to what?

Mr. Lawlor: Let me put it this way. First of all, the definition by courts of mental illness is so archaic and so ridiculous. Once in a while a lawyer will call in testimony on behalf of an accused, but that doesn't happen all that much as it costs money and it takes a lot of time. What defines criminal responsibility in the courts is a very definite, narrow definition indeed, and doesn't take cognizance of the developments of the last 150 years, and we all know that. But what are you going to do?

Once in a while where the case is so atrocious that obviously there is something wrong, the judge might send him off to Penetanguishene. But I am thinking of all these other cases. Even in the case of the guy who socks everybody, most judges are pretty blasé. They have seen a lot of socking going on and they send them to Millbrook. In any event, they don't send them off to a psychiatric institution. I think he needs psychiatric care, otherwise, you are never going to cure him. You are never going to do anything for him at all. It's hopeless.

Dr. Hutchison: Mr. Lawlor, what you are saying in effect, if I may just paraphrase you and do a great deal of injustice to the excellent social commentary that you have made, is that you feel punishment has very little curative properties as applied to certain classes of offenders. I think everybody at this table would wholeheartedly agree with you.

Mr. Lawlor: You are not going to render my position simplistic. I said that punishment is something to be scouted, that it works and operates in a certain range of about 7.8 per cent, where you simply punish.

Dr. Hutchison: It's called diversion therapy now.

Mr. Lawlor: You simply take people out of circulation because they're dangerous people and because they are so turned off that there is not very much that any of us knows how to treat—a psychiatrist or anybody else. Then there is another range of people who respond to punishment and will never go back to those institutions again because they do respond. Then there is a very large number—I don't know what the percentage is—50 per cent or 60 per cent I would guess,

just out of the air—who could respond to the kind of attention that I'm talking about.

Dr. Hutchison: That is what I am coming to. Of course the name of the game would be to identify these people as early in the process as possible—when they first come into contact with the court system. The ministry has been instrumental in attempting to have a psychiatric court clinic attached to the Metropolitan Toronto courts, and also to have some 25 backup inpatient psychiatric beds for that purpose. Then when the judge sees a man before him, he says to himself: "There's something wrong with this. His crime doesn't make economic sense"—or maybe it does make economic sense, but there is something about this man or this woman that suggests to the judge that prison is not the place for him or her. So, the judge in those instances would be able to refer that person to a psychiatric clinic, very close by, to get some kind of an answer.

Mr. Lawlor: Poor old Clarke Institute. I'm sorry, go ahead.

Dr. Hutchison: I was going to conclude that this might give some kind of an answer to his problems. So we push that process back as far as possible early on in the game. In those instances where the individual does come into our system we ought to be prepared to do an adequate classification job. We should use a depth kind of approach, which would identify the people who might very well profit from this approach that you mentioned, it may be the only way.

On the other hand, the causation might be psychological in nature. It's not necessary to relate your treatment to the causative factor. In other words, you don't have to understand the complete history of this. A man may have been traumatized in his childhood, perhaps, as you suggest. It's not necessary for a kind and understanding and supportive environment and to know all about this in order to have a marked effect on his behaviour. This is what I'm saying.

At any rate, we ought to be able to pick up these people and screen them off into these different streams of what is the appropriate type of therapy. There might be a certain amount of error in that because the nature of the art of identifying these things is not highly developed. Psychiatry certainly will have a very significant role in this. I would like to think that psychiatry does play a significant role in our programmes in the very way that you say—in the backup sense.

We try to use our treatment people as much as possible as support staff for our cor-

rectional officers who are the front-line people. We have to use our social workers and psychologists to back those people up. Psychiatrists are the most senior and best trained of the mental health professions. We can't provide psychiatrists, obviously, for the time being because they're not graduating them fast enough, and the need is great. We're falling behind in all the mental health professions.

Mr. Lawlor: You can do better than you're doing. It's not that grim to have them visit once in a while when you place them at Millbrook, which is full of people who are terribly disturbed people. It's such a total waste and such a chaos—at least certain designated places like Millbrook should certainly have full-time personnel. I mentioned para-medical personnel. There are people very capable in this particular field, who aren't employed by the ministry.

I'm not going to take much more time, Mr. Chairman. The business of identifying the more egregious cases at the beginning of the thing—at the court—is fine. That will segregate out certain individuals and that's fine. The bulk of the people in all institutions, but particularly Millbrook because that's the kind of institution it is at the present time—what do you do with them? These people who have personality conflicts and their own internal states are deeply needful of therapeutic care. You put them in the most condign situation possible, that which is most designed to warp their lives, to leave them in a worse condition than when they were first found. The whole thing is mindless. A considerable reversal in methods of thought and methodology of treatment is going to be necessary again.

In my opinion, too, it's going to cost more money. But this is up to our ministry. This is one of the most starved and truncated ministries of the whole lot.

It's high time the Attorney General of this province (Mr. McMurtry) was able to get a 19 per cent increase. He was the only minister able to. Smith better get to work. Does he want society infiltrated by hoods? We're not really doing anything for them at all, except taking them out of circulation.

A great deal can be done for people of this kind. They can become worthwhile, operative citizens. It goes with a certain amount of co-operation. But you're doing nothing to stimulate that, encourage that. You mentioned "kind" and "supportive." I don't mind the "supportive." I'm not after the "kind." I'm just after the hard common sense of

what contemporary science can do. I think it can do a damn sight more than what you think it can do.

I think we know a great deal about the dynamics of human behaviour, why people talk as they do, why people behave as they do, I think we know a lot more—

Dr. Hutchison: I respect your knowledge of Freudian psychotherapy. There are other approaches, perhaps more actively being used in this whole area. I mentioned transactional analysis, reality therapy and half a dozen others which are much more efficient, much more effective than analytic therapy. I was brought up on analytic therapy and I appreciate what you're saying.

I do feel that we're heading in the direction, however, with all respect, sir, in which you're pointing. I don't think you'll find anybody at this table or in this ministry entranced with the idea of putting people in prison if they can be treated out in the community. I would suggest, sir, that one need look only at our community resource programmes, our temporary absence programmes which suggested, we feel, that the place to treat people is out there. Speaking for my fellow civil servants, we have no great involvement in Millbrook Correctional Centre, that is, in keeping people in maximum security institutions.

I agree that it's perhaps the worst example. I think that if one looked at our other institutions, and I can think of a number of them—Monteith Correctional Centre and so on—one would see that we do have a strong emphasis on treatment. We do have a strong emphasis on these psychological forms of treatment and it has been my awareness over the past years that if someone indicates that he wants help in this ministry, he will get it. He's picked out and given whatever can be given to him within the bounds of reason and protection, of course, of society.

Mr. Lawlor: I come back to what I said at the beginning. It's not good enough, nor even beginning to be good enough. You're not entranced with putting people into institutions. When you get them there you don't supply—in the Millbrook context, some doctor out here was called because somebody goes off in hysterics or convulsions or raises hell and breaks everything all around him. That's when you call him in. That's only in a critical situation. It's not an ongoing relation.

Dr. Hutchison: Excuse the interruption, sir. I did say—and Mr. Grossman also said this, and other ministers as well—that if we could

get full-time psychiatric services at Millbrook, we would be very glad to have them.

Mr. Lawlor: That doctor ought to come in at set times and places and see inmates who are particularly disposed and on an ongoing basis, for continued rapport. That's the only way you're ever going to make any impact or get to them at all, and alleviate the conditions of our prisons and our institutions of this type.

One final question to the minister; you didn't respond to my overture. I want to elicit your support in introducing legislation under the Civil Rights Code, or any other way, that large institutions or any institutions of this province can't hire ex-inmates indiscriminately. How about that?

Mr. Roy: Or even governments.

Mr. Lawlor: Or even governments. Yes.

Hon. J. R. Smith: Yes, Mr. Lawlor, I support that principle on the fact that my ministry has a good number of ex-offenders within our service and undoubtedly many of them are among our finest. So, I'd like to see something along those lines develop. There's nothing currently under active consideration at this time.

Mr. Lawlor: I don't like active consideration. Everything's under active consideration. It floats around at 20,000 ft. The ionosphere is just around the corner.

Hon. J. R. Smith: All I can do is promise to have this matter considered by the Justice policy committee.

Mr. Lawlor: Are you prepared to bring legislation in to cure that situation, or not?

Hon. J. R. Smith: This will have to be a government decision and—

Mr. Lawlor: You're not prepared to do it.
[5:00]

Hon. J. R. Smith: I am prepared to take it one step further, to have it placed before the Justice policy committee with the Attorney General and everyone concerned and see if we can bring this forward. I support the principle myself.

Mr. Lawlor: You could leave a mark on this ministry and you could be of great benefit and, according to your insights, etc., do a little like Mr. Grossman did in his time. He is respected and he is known and you could move in this area and do a great deal to reform this ministry in the next stage of

rehabilitation. That is one of the things you should do.

Hon. J. R. Smith: It is a major obstacle to the rehabilitative programme. Just consider the Don Jail here in Toronto; 30,000 people a year are going through that institution and that's 30,000 people who have a door shut to them, in so many cases, by major employers.

Mr. Lawlor: Okay. I have said enough.

Mr. Roy: I have a few comments to make and one or two questions to ask.

First of all, in relation to Mr. Lawlor's comments about the definition of insanity under the Criminal Code and the use of it by lawyers in the context of people who find themselves within institutions, I would think that any lawyer in his right mind would not even consider a plea of insanity when his client is facing a sentence under provincial jurisdiction. When you are sent away at the pleasure—

Mr. Lawlor: I am not suggesting that.

Mr. Roy: I was suggesting that maybe that's one of the reasons it is never used for offences with sentences of under two years because instead of sending your client away at the pleasure of the Lieutenant Governor, you are better off to see him go through the process and take his chances within the provincial sector.

This gentleman commented as well about the age factor. You were concerned about the age factor of the people you are dealing with within the system. I was wondering as well whether, again, that's not distorted by the fact that the older people—the more hardened people—are not within your system but within the federal system.

Many of the people you are getting within the system for two years or two years less a day are offenders who do not have extensive criminal records; most of them don't. Of course, by and large, the people with lesser criminal records are people within the lower age bracket. The more hardened people as they get older, of course, are not going to be visiting you but going to the federal level.

I would not be pessimistic unless you were able to show me other statistics by which, over a period of years a larger percentage of the people within the system are getting younger. I would be more concerned than just making a comment that a percentage of people within your system are 25 or under. I would like to be convinced that the two years less a day was not a factor in this whole process.

The question I do want to ask you might have been asked before and I apologize if it has but the federal people are in a position to tell us, usually, what the cost per inmate is. We could see it going up drastically over the years. What is it now? Something like \$18,000 or something along that line? Are you in a position to tell? When I look at the size of the estimate, can you tell me what it would cost per—

Hon. J. R. Smith: What specific places are you interested in?

Mr. Roy: Pardon me?

Hon. J. R. Smith: We have per diem costs for all institutions and maybe you would like to name the ones you would like figures for.

Mr. Roy: You are not able to—I am talking about people incarcerated for a period of two years less a day. What is the cost per—

Hon. J. R. Smith: Where?

Mr. Roy: Pardon me?

Hon. J. R. Smith: It depends on the place in which they are incarcerated.

Mr. Roy: Yes, within the provincial system.

Hon. J. R. Smith: The average across the system is \$12,000.

Mr. Roy: Across your system?

Hon. J. R. Smith: Yes. For adults.

Mr. Roy: For adults; that is what I am talking about. It would be less than the federal people who are encountering something like \$18,000. The latest I have heard, I think is something around \$18,000. An average of \$12,000 is it?

Hon. J. R. Smith: Yes.

Mr. Roy: How does that compare, let's say, with—what has the increase been like over the years? What was it two years or three years ago?

Hon. J. R. Smith: While Mr. Algar is looking for those figures, I want to say, in relation to that, I have no specific data on the average ages under the federal system but the fact is we house all the remand prisoners before trial. The general population in the jail system is a reflection of what is in the provincial and the federal institutions. Of course, when they are sentenced that's where they go, they must also have a lowering inmate population in terms of age.

Mr. Roy: Yes, I see your point. What you are saying is that prior to trial, whether a

person is going to end up within the federal or provincial system, he ends up in your institution.

Hon. J. R. Smith: Yes.

Mr. Roy: If he is incarcerated.

Hon. J. R. Smith: I think, Mr. Chairman, Mr. Thompson might say something.

Mr. Thompson: If I can just add a few more comments, it might clarify something of the annual cost for people. I am sure the federal government has a higher cost on the average, because by and large they have more secure institutions and they hold people, of course, for long periods of time. So their ratios of staff are higher than ours would be in smaller jails, for example, or in any jail situation, simply because they have extensive kinds of programmes going on each day.

As we move into the new detention centres, such as the four that are under construction now, which have a lot more programme space than traditionally we have had in those shorter-stay institutions, so we will have to increase our complement and, of course, our costs as we try to programme for even the short-term people in a more extensive way. The figure I have quoted, of course, is an averaging of some very extensive programmes that we operate in the adult area and some that are economic, like Toronto jail, because of the high turnover. Well over 20,000 people a year who go through there bring the per diem down to, I think, \$19.50 a day.

Mr. Garraway: That's 60,000 cases a year.

Mr. Thompson: I'm sorry, 60,000 cases.

Mr. Roy: How many?

Mr. Thompson: Sixty thousand go through the Don Jail.

Hon. J. R. Smith: I stand corrected. I thought 30,000.

Mr. Roy: Of course, in Toronto here all the people who are not paying their traffic fines end up in the Don Jail. Is that the only place to send them?

Mr. Hughes: A goodly portion.

Mr. Roy: It just brings me to the other point I was talking about, if we are talking about the treatment and training of adult offenders. You were talking about new institutions and, of course, one institution I am very familiar with—and obviously you are as well; there has been enough screaming about that institution—is the regional detention centre for Ottawa-Carleton. That's a fairly new

institution. It was opened three years ago. I am not overly impressed by the programmes that you have there for people who are waiting a lengthy period of time for their trial in that particular institution.

I must tell you, you are facing a very difficult situation. I sympathize fully with your ministry and I would think that if I was the Minister of Correctional Services I would be screaming a lot louder at McMurtry, the Attorney General, than you have been. Possibly you have and you've kept it quiet. It just seems to me the difficulty you are having to go through because of the lengthy delays in the court process is just a catastrophe really.

When you get an institution like the regional detention centre for Ottawa-Carleton, which has been open three years, and you consider the incidents that have happened in that institution just over the past year, it's unbelievable. Basically, a lot of it is caused by the fact that people are frustrated by the court process. Where the Law Reform Commission has talked about 90 days, these people can wait up till 12 months or 15 months for trial.

So the weakness is not within your system. You have an institution which was not geared originally to keep people for that period of time—at least not keep that type of inmate for that period of time, so you are having to bear the brunt and bear the criticism. I still feel, given the fact that it is a fait accompli, you are having to wait a long time, and it would appear, looking at the estimates of the Attorney General, he was able to get an increase of some \$15 million. That is going to be BandAid work for him to get a more efficient court process. At least, I haven't heard of any programmes coming forward that are going to improve your situation over a short period of time.

I am just wondering, can you tell me what you have in these new institutions apart from a few television sets and piped-in music that are beneficial or are in fact care and treatment, that help or make the stay somewhat easier? The activities in those institutions are quite limited, and I am just wondering, do you have any programmes in mind? Maybe you can answer me.

Hon. J. R. Smith: I would like to, Mr. Chairman, and perhaps Mr. Roy will continue this after we respond. First of all the actual 1974-1975 per diem rates vary from the central region at \$30.51 a day, to your region of eastern Ontario where it is \$37.06, and the average is \$12,154 per annum. You mention

the difficulties in the Ottawa-Carleton detention centre. You weren't here the day we briefly alluded to this when Ms. Sandeman raised the subject. Undoubtedly it has been the most difficult situation under my jurisdiction.

When I became the minister I spent a considerable amount of time visiting there, speaking with the superintendent, trying to get to the bottom of the situation. I can assure you that even now, many months later, I have had the good fortune of meeting inmates at other centres who were involved in some of the difficulties there, and I think some of the best news I heard for a long time was a statement in confidence by an inmate who said it was not the superintendent, the management of the institution that caused the basic problem, but he substantiated what you were telling us here today by saying it was the long stay.

After awaiting trial for a year, you are at your wits' end, the system becomes a joke, all sorts of things build up, and before you know it we have the very unfortunate and terrible incident that happened at Ottawa-Carleton. Mr. McMurtry has been very co-operative when we bring to his attention, through the Crown attorneys, the matter of people unduly on remand. There has been some improvement there and also in the matter of transporting prisoners from the detention centre, which is located so far out of town, to the courtroom. I think there has been some other arrangement made for setting of bail.

Mr. Roy: No, the problem there actually is that people who are awaiting their trial have to be remanded every eight days.

Hon. J. R. Smith: Yes, that is it.

Mr. Roy: And daily you have a procession of police officers who walk into the place, back up the truck, haul in the guys, take them down to the jail, take them down to the court. They just go up there, "Weekly remand. Thank you. Goodbye," and just go back.

Hon. J. R. Smith: One of the most famous, of course, was one by the name of Holt. There was great security centred around his going back and forth, his travelling. Hopefully Mr. McMurtry's amendment to the Summary Convictions Act will bring about some relief. There are a number of programmes in that institution.

It is very easy to say that it is the institution that is a disaster, that has had all these

problems. But by the same token I think of all the centres I have visited it has the finest female quarters and programmes and staff relationship and community volunteer organization. Something is happening there. Every time I go in it is unannounced so they don't know I am coming and I see good things happening in the female section at Ottawa-Carleton. I like what I see happening in the minimum-security.

I don't think you'd call them corridors; they are really sections of the institution. Freer, open programmes are available there, and very few complaints. But I'd like to ask Mr. Hughes to discuss what programmes are being offered in the maximum-security corridors of that institution and the problems and the duress we have been under since the fire and the riot.

[5:15]

Mr. Hughes: Mr. Chairman, it might be an interesting note. Niagara Detention Centre is a carbon copy of Ottawa. The only difference is that in Ottawa you have a maximum-security wing that holds 24 inmates; in Niagara it holds 12. The problem that has posed is that when a few riotous inmates start something, there are 24 of them to deal with. More often than not, there is a preponderance of inmates to staff to control it. What we're doing is, we have plans that are now completed and we have the funding to break down that maximum-security area to reduce it to 12 rather than 24.

Hon. J. R. Smith: It's just bedlam.

Mr. Hughes: I might add that in Niagara we have not had one single incident since it opened over two years ago. The design is the same. One of the major faults in the design, both in Niagara and in Ottawa, is the fact that the location of the day rooms gives sound and visual communication between the wings. That was a design mistake. However, we've learned from our mistakes in the designing of new detention centres.

As far as programming for the new detention centres is concerned, each new one has a gymnasium, which will take care of exercise during the winter.

Mr. Roy: Which you don't have at Ottawa.

Mr. Hughes: Which we don't have there.

We have programme facilities for hobby crafts and a small jobbing shop in each institution. We have adequate and proper medical facilities, properly located in the four new detention centres. We also have individual rooms with plenty of day-room space. We

have internal courtyards for exercise yards, whereby the institution itself is the perimeter. You don't need to build a wall around an exercise yard. That is the way we have gone in designing the new detention centres.

When we first started designing years ago, there were no real experts in the field of building prisons. The architect who was actively engaged by this ministry travelled all over the world to look at the latest institutions that had been designed. That was Harry Coles, who died a couple of years ago. There was a large number of outside people involved in the committees that were formed to design those institutions—Kirkpatrick of the John Howard Society, Joseph McCulley from the University of Toronto and so on.

As I say, I am not very pleased myself—and I don't think too many people are—with the design of Ottawa, but it is an interesting, if not significant, comparison between Niagara and Ottawa. Some people say, "Well, it's the type of inmate." I personally think that's only one of the contributing factors. I think it's a whole bunch of factors, including the fact that there has been no continuity of the superintendency for the simple reason that the three previous superintendents had to be removed because of health breakdowns.

Mr. Roy: At Ottawa?

Mr. Hughes: At Ottawa, yes.

Hon. J. R. Smith: I must say too that Mr. Meyer who is presently there is a very fine superintendent and he has my full support and backing. I'm pleased to say also that in recent months we have had a new deputy superintendent there, Mr. Alan Roberts, who certainly impressed me on both occasions that I've met the gentleman. The attitude he has and the presence that you feel with the man, I think, are going to be a further help.

I want to be very honest with you: We had more trouble there last weekend. There was another disturbance at the centre—

Mr. Roy: Last weekend?

Hon. J. R. Smith: Yes. This past weekend. So it's still a difficult thing. There has been additional staff—I think nine or 12 officers from throughout the system volunteered to go into the detention centre to assist the staff there in training and trying to work out some of the problems and reinforce them. I was interested that this happened a day after they had been withdrawn—the last of them had left the institution.

Mr. Roy: You have had to learn from very painful experiences in Ottawa. I try to visit the place regularly to see what's going on and discuss it with various people, and discuss with inmates as well—occasionally a client.

Even after the break—seven got away and some are still at large; a couple, I guess—there was no machine installed in the place to screen metal objects, such as you have at airports.

Subsequent to the break, a girl walked in with a sledgehammer and went to the visiting area and put the hammer through the glass partition between the visitor and the inmate. Since that time I have noticed a machine has been installed where you have to go through a screening. But, as I say, I would have thought it would have happened sooner. After all, those inmates who got away—the seven at that time—I think had guns brought in—

Hon. J. R. Smith: Yes.

Mr. Roy: The guns were brought in through the windows, or some way. So, as I say, you have had to learn through a very painful process.

Let me tell you what, in my opinion, is going to be absolutely essential for security reasons. I am digressing, if I may, Mr. Chairman, just to make my point. The ministry is asking for problems in Ottawa, not only through its system, but as you haul people from the detention centre to the courts, unless you get a court to process them right there and not have this continual haulage of inmates. If he happens to be an inmate charged by the Gloucester police department, it is the Gloucester police who go down to pick him up; it may be the police force for Vanier, Ottawa, Nepean, or the RCMP. So it is hard to have any continuity.

Just to give you an example of where the whole system of justice, including Correctional Services, is asking for problems, last week I went down to a criminal court in Ottawa called No. 8 court. It is being held in the Holiday Inn at Ottawa. I can imagine the costs of this setup. There is a room in the Holiday Inn for the judge, and a room for the Crown attorney, and a room for the defence counsel. They have this hall where court is held.

The Holiday Inn must be hard up for money to tolerate a situation like this. But here you have a situation where you have 30 witnesses on this case and they are milling all over the hallway. Meanwhile, you have guests in the Holiday Inn coming in for

lunch and people walking all over. And inmates are walking around there handcuffed to the police.

You are just asking for problems when you get yourself into a situation like that. I just make the point to show that it is bordering on the ridiculous. It is going to be even more ridiculous if something tragic should happen.

Your ministry has sometimes been made to look ridiculous with Ottawa-Carleton, for instance—a lady walking into jail with a sledgehammer; guns being hauled in through the windows. I can go on and on as to what has happened there. It's a difficult situation and you certainly have to react.

As I say, one of the biggest frustrations has been in the delay. Of course, the inmates in these long delays have nothing to do—they really have nothing to do—and the frustration breeds this kind of activity on the part of these inmates.

Ms. Sandeman: I would like to return to the cosmic approach that Mr. Lawlor was taking. But I would treat it in a rather more microcosmic way, because I think that suits my approach. In response, I would like to actually talk about some of the responses to that, and then carry on with some comments on Vanier.

We heard, again, that the ministry's main thrust is toward community programming. I think it was Mr. Hughes or Dr. Hutchison who said they didn't believe in the necessity for institutional care. I think in my opening remarks I touched on this, that the words are fine, but the estimates just don't back that up. The increase in the money to institutions, for the care, treatment and training of adult offenders is \$11 million, but the community programming gets only \$300,000. Until the ministry can somehow fight its way through and get sufficient funds for good community programming so that judges don't feel they have to incarcerate offenders, I don't think we are going to see much change in the pattern of incarceration and institutionalization.

Somebody, I think it was Mr. Lawlor, mentioned that you really have to believe that the people you are working with in these institutions can be worthwhile people. This reminded me of a comment that was made, not about the hard-core, dangerous, difficult, impossible people at Millbrook, but a comment about people at Maplehurst. The comment seemed to me to be very revealing. It was at the time that Maplehurst was opened.

I understand Maplehurst is not an institution for particularly difficult people. It is a place where some new programme initiatives are being tried. Somebody asked the deputy superintendent how successful he thought this institution was likely to be and he was, I think correctly, not too definite, because we all know that no institutional programme yet has been particularly successful. The reason he gave for the cautiousness in his reply I found rather worrying. "How successful anyone can be with these people is hard to say. They are a segment of society unlike any other," Deputy Superintendent John O'Brien said during a tour.

These prisoners are described as mostly first offenders and highly motivated repeaters between the ages of 18 and 24. But if the people who are dealing with them look upon them already as a segment of society unlike any other, I think the prognosis is likely to be rather poor, because the expectations set up in the correctional staff by that kind of attitude seem to me to suggest that the correctional staff is already thinking, "Here are difficult, unusual, strange people that we have to do some rather difficult things with," whereas I understood Maplehurst was for first offenders who are going to be, in theory, given good work habits by being put into work situations.

It is the kind of thing I commented on the last time we met, about the expectations already written into the pieces of literature given out to volunteers working with juveniles, telling them, "You will be working with people who have failed. You will be working with people whose norms and values are different from yours." That kind of attitude in the ministry makes me very nervous and I hope it is not widespread.

Mr. Lawlor was pushing hard for psychotherapeutic work with the inmates at Millbrook. I am not so sure that I have as much faith in the efficacy of psychiatrists as he does. We are not using, in my opinion, the front-line staff in places like Millbrook in the most effective way. They are the people who are dealing with the daily social interaction of these difficult inmates. In effect, very often they are not dealing with it because they are separated by glass or metal or whatever it may be from the inmates who have the most pronounced behaviour problems, so that the inmates' interaction, except for the half hours we have been talking about with the psychometrists or the hour sewing the orange undershorts in the tailor shop, are mostly with other difficult inmates.

It seems to me that the front-line staff could be the kind of paramedical people that Mr. Lawlor was talking about. The staff training programme should be especially intensive for people working in maximum security, not only to teach them how to be good custodial staff, and not only to teach them how to deal with crises and hostage situations and the sledgehammers and the whole bit, but how to deal with people whose behaviour is abnormal and antisocial and try to cut through the bullshitting that these inmates do; try to get them to react in a realistic way to the implications of the way that they behave, to the fact that society won't respond very cheerfully to the guy whose only answer to frustration is to slug it out.

[5:30]

It seems to me that we do have a new breed of correctional officer coming into the institutions. I've met many young men who are very highly motivated toward working with difficult offenders and I wonder if we're giving them enough training and enough chance to do some of the things I believe they could do, not as psychiatrists but just as straightforward, down-to-earth, common-sense human beings working with other human beings whose behaviour we find, for various reasons, unacceptable and difficult to handle. In spite of what Mr. Lawlor says, I'm not sure that all those guys need or would even benefit from a high-powered psychiatrist. Certainly, many of them do and I don't think there is enough high-powered help there, either.

But I'd just like to follow up, in relation to Vanier, Mr. Lawlor's analysis of sickness versus sin in the inmate population. I'd like to extend that a little bit to say that I think very often the Ministry of Correctional Services is being asked to deal with social problems which it isn't equipped to handle. It doesn't have the money or the personnel; and if it is to be expected to handle social problems it must be given the money or the personnel. If it's not, then the ministry must have the guts to say to other ministries, "We refuse to deal with these people. We don't have the money, we don't have the personnel. These people have social problems, they're not criminals. We are here to correct deviant criminal behaviour, we're not here to deal with the persistent alcoholic—that kind of social problem."

I was grateful to Dr. Hug for giving me the research report No. 3 on the Adult Female Offender Before, During and After Incarceration in Vanier. I thought it was one of the most revealing documents I've read for a long

time, and it speaks to many of the things we've been discussing this afternoon.

To pick up on Mr. Lawlor's analysis on the kind of people you find in an institution, the women in Vanier are young; many of them are repeaters; far too many report that they have been to training school; 54 of a total of 338 women in the sample had been in training school and 27 per cent had been in juvenile court. Maybe we should talk about the implications of that when we get to the juvenile vote.

Only five per cent of all the women had any charges for crimes against other people, and the report breaks down their offences. It upsets me to see what we put women in prison for. Offences in the category of public morals and decency, that is, streetwalking, prostitution, abandoning a child, and obscene literature. Ten per cent of the women were in for that. I don't know what locking women up is going to teach them about how not to abandon a child. You take the woman away, effectively, from the child as a punishment for abandoning a child. There's something extraordinary in that to me. If you want to teach women not to abandon a child you have to teach them some very deep and important things about how to be a mother.

Prostitution, again, is a social problem, and I think this is a bigger argument than we can deal with here. Should we be asking the Ministry of Correctional Services to deal with that? Twelve per cent were drug offences. A total of 18 per cent were charged, along with their other charges, or exclusively, with vagrancy, absconding by loitering, disorderly conduct, etc. Four per cent had a variety of traffic offences and others such as fortune-telling. Fortune-telling? You mean you are still putting people in jail for reading the tea leaves? For once I'm rendered speechless.

The conclusion of this paragraph is that, "Thus it appears that in addition to property crimes, this sample of women committed offences perhaps as harmful to themselves as to others."

I think that's a very revealing statement. The offences were as harmful to themselves as to others. So I suppose the corollary of that ought to be that if you are going to institutionalize them for committing offences that are harmful to themselves, you are going to do something for them while they are in the institution that will help them to come to terms with themselves and to terms with their environment. I don't think that the research report shows that at all.

It does show that there is a very high level of recidivism, particularly among Indian women; particularly among women whose

family and/or friends have been involved with the law; particularly among women who have had unstable family situations, or unstable employment patterns, or drug or alcohol problems themselves, or in their families and who have been hospitalized for psychiatric difficulties.

There are a lot of things in the report about emotional health, not the kind of dramatic psychoses that we were talking about earlier on, but emotional health. Women were asked during the interview—and this is an interview after they've been released—how often they experienced a variety of emotional problems. Of those responding, 80 per cent stated that they are sometimes, or always, bothered by serious worries and/or anger which they keep inside. I'm sure that has some connection with the fact that many of the offences, as we mentioned earlier, are offences against themselves. Now they're being interviewed after their period of institutionalization and they are still people with severe emotional difficulties.

Fifty-four per cent sometimes, or always, have trouble eating or sleeping. That's surely a much higher proportion than the normal population. I'm sure half the people in this room don't have trouble eating or sleeping. We all look pretty well fed and if we have trouble sleeping it's because we don't look after ourselves, or work too late or whatever.

Sixty per cent sometimes, or always, feel lonely, and 53 per cent sometimes or often lose their tempers. I'm not sure that's particularly significant. I think that's a fairly human thing to do. I'm more worried about 60 per cent feeling lonely. I think probably it would have been a more honest reply if you had 100 per cent of them saying that they lost their tempers. It seems to me there's a slight problem with people who can't admit that they lose their tempers to an interviewer but maybe that's something we can discuss another time.

Some 18 per cent reported having received psychiatric assistance during the year since their release. No attempt has been made to compare these findings to what a cross-section of the general population might report, so we can only use our common sense and guess there. It is particularly significant that within such a high risk sample, problems appear so extensive. These are problems after institutionalization.

The report goes on: "Emotional health was, as expected, related to recidivism." Why do we have to make this assumption that emotional health is related to recidivism? If

you can make that assumption so easily, what are you doing about drawing the conclusions that follow from that assumption?

One-third of the women with serious reported emotional problems recidivated during the first year. [That's a dreadful word, "recidivated".] Twenty-five per cent of those without any serious problems were reconvicted. This difference was even greater when the total two-year rate was considered which rates 56 per cent of women with serious reported emotional problems recidivating; 41 per cent for the less intensive and 28 per cent without serious problems.

I wonder what we'd see if we carried on for a five-year programme.

What we're seeing, in fact, is a prison population who are identified as having severe emotional problems before their institutionalization; they're put in Vanier; they come out and the problems are still there. So what happens? They recidivate; they go back again and they're caught in this revolving door.

This I find frightening. I think sooner or later we're going to have to cut through this nonsense of assuming that we're helping people in their emotional health by putting them into institutions.

The follow-up report also inquired into the family relationships of the women. Most of them were married. Some were divorced or separated. I don't think that's so significant but what I did find significant was that over a third of the women who were jailed had two or more children and an additional nearly 30 per cent had one child.

I wonder what arrangements were made for those children during the time these women were in jail? I wonder what the expense to the community was of supporting those children while their mothers were in jail at an average of \$12,000 per year? I wonder what the continuing cost to the community is of picking up the pieces for a child and a mother whom you have separated by putting the mother in jail?

It's tough enough for a family to cope with a father being in jail but our social patterns are normally that father goes out to work or is away from the home and mother is normally left with the major share of child-rearing. When you remove the mother from the parent-child relationship and put her in jail, I think you have to have a very good reason—a much stronger reason than that mother has been fortune-telling—to put the mother in jail.

One-third of the sample who had children reported that they worried a great deal about their children while at Vanier. I'm not surprised. The others expressed less serious concern or none at all and all those findings to me are significant. If you worry a great deal about your child while you are in Vanier, that's normal and healthy. We are the people who are abnormal and sick for separating a mother and child. Surely to God, with all our talk about community services for offenders, there are community services for mothers with small children? A mother who expresses no concern at all for her child while she is in jail has very serious problems, too, and that family needs to be worked with in the community, not by splitting up mother and child.

It comments here that the Children's Aid Society had to be involved in 37 situations which, I figure, is about a third of the cases so that adds an enormous expense to us, the taxpayers. There's a lot of talk about trying to help the women with personal relationships while they are in jail; there's not apparently very much success on that.

There's some comment at the end of the study that the quality of life experienced by these women after discharge was very disappointing. It was probably much the same quality of life they experienced before they went in with the added problem of being a woman who has just come out of jail.

It says:

The fact that so many were leading marginal existences in terms of emotional, financial, and residential measures raises many larger questions concerning broad social policies. In strictly correctional terms, two-thirds of those studied might be labelled rehabilitated. They had no further reconvictions.

While we are still talking about 80 per cent with severe emotional problems that kind of label isn't too helpful. About one-half of these, that's of the 80 per cent, were barely making it on the streets.

The use of community agencies provided some relief in terms of the perceptions the women had of their problems, but their problems still existed and measures undertaken at this stage might be too late to alter the various negative social, educational, economic and emotional conditions so intensified for this sub-group. It may be a fact of life that these people need continuing help not so much that they will change but simply to enable them to manage outside the criminal system.

I think that's probably self-evident. It's useful to have the kind of belief many of us have backed up by a fairly solid piece of research, but it seems to me that one thing this piece of research does show is not only that these people need continuing help and not only help as individuals but help in changing the kind of society which leaves so many women barely making it in terms of housing and income and so on.

[5:45]

I think what this report does show to us is that we have a group of women with deep problems. I think it comments at the beginning of the report that the problems seem to express themselves in antisocial behaviour of various kinds, some of which brings them into the court. So how do we deal with these deep problems? We put them in Vanier, give them various programmes, return them to the street where the problems continue and from where many of them return to Vanier, and we haven't begun to touch their deeper emotional problems.

We haven't begun to touch the financial, social, economic problems with which many of these women are grappling. We haven't, as far as I can see, touched the kind of desperate problem that makes one-third of a group of women with children in jail not worry about their children. This whole report to me was a cause of great concern. I haven't had time to read it yet in great detail, and I hope to look at it and take in the tables at some future time.

There was a specific comment—and I have lost it—about the women's response to the programmes that they underwent, that they experienced in Vanier, and I interrupted Mr. Singer earlier to comment on their reaction to the work programme. Maybe if Dr. Hug has it with him he could point me to the page I quoted from before? Here we are—page 39, perception of programmes.

The women were asked, after they had been released, to score or rate the programmes in which they had participated. No relationship was found between these scores and subsequent recidivism, which I think is very illuminating. In other words, the correlations of things in this report, areas in which you have a close correlation with recidivism, aren't the programmes which the women were exposed to in Vanier. They are things like emotional problems, social background and so on, and the programmes seem to have no effect on recidivism. Nevertheless, one hopes that they have some positive effect on the women, that they are useful and that

they alleviate the stresses of being incarcerated.

The women were extremely positive about Elizabeth Fry and Alcoholics Anonymous activities, which is interesting because these are programmes brought in from the community and this seems to speak again to the value of community-based programmes as against the things the institution itself provides. The report says:

It is, therefore, worth noting that programmes run by Vanier's clinical staff, specifically the group social work meetings, though basically positive, were at the low end of these positive ratings, as were the work and industrial programmes. Fewer than 75 per cent rated these two areas good or very good, while more than 75 per cent rated all others that high. More significant, only 36 per cent of those who had been involved in work programmes felt they had acquired better work skills.

I was interested that the women were not very enthusiastic about the group social work meetings, because this speaks to something I touched on briefly when we were talking about staff training—my reaction, and that of some of my ex-colleagues in probation, to the film that was produced for staff training about the group meetings in Vanier. We responded to it by saying, "Don't use that film. If you do use it, use it as an example how not to do group therapy". I have never seen young women being so grossly manipulated by the staff as they were in those segments of that film. That wasn't just my reaction. That was the reaction of a group of people watching the film, who, with one voice, said afterwards, "You don't mean to say you are telling us that is how it should be done?" It was just a really terrifying experience watching that.

I hope (a) that film isn't being used for staff training to tell people how group therapy should be done, and (b) that what we saw on the film was not representative of what happens in the group meetings at Vanier.

I really wonder what we think we are achieving by institutionalizing this group of women. They are not the type of person that Mr. Hughes was speaking about—the kind of person that we all agree we have to be protected from—the kind whose only answer to any situation is to pick up a gun or their fists and strike out. We must be protected from them.

I am sure very few of these women are a menace to society in that sense. There may be, and I am sure there are, a few traffickers in drugs among them, and we would want the same kind of protection from them as we would from their male counterparts. But what

is the rationale in 1976 for putting women like this into an institution, whose programmes seem to do so little for them, which changes nothing in their environment and which has such a high rate of recidivism?

I admit I am totally at a loss to understand why we would spend all that money, when we know that community care is (a) cheaper and (b) more humane. The recidivism rates may be the same, but just on the grounds of money expended and humanity of treatment, why aren't we keeping those women in the community? You may say it is the judge's choice, but why isn't the ministry rising up and saying we are going to close Vanier? Then there would be nowhere for the judge to send those women, and he would have to leave them in the community.

Hon. J. R. Smith: Mr. Chairman, Ms. Sandeman has raised a broad range of subjects here. I would like to go back to her initial remarks regarding the remarks of the assistant superintendent of Maplehurst. I regret that, because that is an example of what you discussed in the volunteers' brochure. It is an unfortunate labelling. My own profession is very often—I find myself doing this and have to check myself every now and again. I assure you that pamphlet—I spoke to Mr. Fox after our session last Friday—he had almost finished the distribution of it when I noted some of the constructions, and he was really not aware of the import of the words in that pamphlet. When it is rewritten any kind of labelling and that unfortunate kind of comment will be deleted.

Ms. Sandeman: Would you do like the rusty Fords and recall the old model pamphlets? Would you recall the old model leaflets when you put out the new ones?

Hon. J. R. Smith: I think this might be very difficult because there has been such a wide distribution of them to agencies.

Ms. Sandeman: Send out a ministry memo: "Destroy."

Hon. J. R. Smith: Destroy? Well, I will get the new ones out as quickly as possible.

But that is a real problem. The front line staff, as you say, are the most important people. In fact, I was really heartened when I was last at the Guelph Correctional Centre to see that the staff now eat in the same dining hall with the inmates. Mind you, they are on one side of the hall, but they are there in full view and can be seen eating the same food and so on. I would hope that we can retain the young correctional officers to which you make mention, because they are so promising.

Also, I am placing a great deal of emphasis in all the institutions when I visit with the superintendents that there is a real need for women as front line staff. It is going to be interesting at the new jail at Grandview—at Churchill House in Cambridge—no doubt we have a high percentage of female staff members. Mrs. Beavan of the advisory committee is also working in the field convincing management that women play a very positive role in all these settings.

One of the real problems in the Don Jail is the prisoner there "riding the bars," in the jargon they use—trying to get messages out. I think one of the most harried people I ever saw was a Salvation Army officer I ran into one day. She was dashing in there with her notebook and John Gilbert and I discussed this with her in my car. She said it was almost impossible to keep ahead of the workload of people—this social interaction. Is the correctional officer going to give the message through to the top and out to the family? There's a lot to work on.

You mentioned the community organizations at Vanier and that the inmates appreciate the work of Elizabeth Fry and Alcoholics Anonymous. One of the newer groups to be given support by the ministry is The Bridge, which is involved not only with the inmates at OCI and Vanier, but also with their families. It is trying to work with them not only in the institutions but upon release, and involving subsequently some of the former residents of those centres, and some really good things are happening.

You alluded to the Clarke study. We hope this report of the federal Solicitor General will lead to more community-based programmes and we are studying this problem. We have and we are developing CRCs for women and native women. For example, there's one for native women operated by native people in Thunder Bay and hopefully this is the direction we will take. Two weeks ago I was back at Brampton and noticed there were still a number of native women at Vanier. They really should be in CRCs where they live.

There's also the whole matter of programmes within the institution. The laundry I saw at Vanier—I have very little confidence that too many of the girls in that programme are going to go out upon release and work in dry cleaning and laundry establishments. It's more of a work programme, also servicing the other institutions.

I'm more interested in some of the life-skill aspects and one of the best people—and I know it depends on the instructor—was the

woman who teaches dressmaking, who is a very special person at Vanier. It also goes into other life-skills such as the creative things, jewellery-making, hairdressing, and so on.

I'll surely remember that film is not to be used and undoubtedly the response of your group to that film was negative enough to stop its use.

I don't know if Mr. Garraway or Mr. Hughes would like to say anything further.

Dr. Hutchison: Mr. Chairman, I'm being asked to speak on the group therapy programme, but what I did intend to do was follow up our minister's comments regarding the trades training and educational programme. In the last few months, and following that report, the girls at Vanier have been going over to Brampton ATC to avail themselves of much more extensive educational and trades training services there. The commercial and educational programme at Vanier, of course, still continues.

Comments on group therapy: I would say, first of all, that you have to do the research to know that the programme is not performing effectively. That research shows a number of things, one of which I was particularly interested in, which was that it seems that there is a decline in motivation or interest beyond six months and so, all right, we're talking about some kind of a optimum point at which the woman or girl can become involved in the programme.

You mentioned group therapy and I might say, mentioning social workers—these tend to be inmate group meetings, particular cottages vary with regard to—none of this is deep therapy that's going to hurt anyone.

At worst, what takes place is inmates collide—the inmate girls in their confrontations with one another over the organization of care of the cottages and so on might go into a huff and go away, but no deep unconscious anxieties or anything of that sort seem to be stirred up. Certainly we've had no incidents of anyone having serious psychological breakdown as a result of this—at least, not that I'm aware of.

What we're doing, then, in connection with this changing the programme out there at this present time, very careful consideration is being given to a mutual agreement programme. You might be familiar with this because it's been practised in some parts of the United States and it makes a lot of sense.

What happens is that, following the initial assessment of the girl or woman's problems and needs, on intake at the Vanier Centre a specific set of programmes is identified for that individual which she agrees to as being necessary and meaningful in terms of her problem of getting along in society. This is then put into the form of a contract and it involves the parole service. We hope this will all go together. It's at the discussion stage right now.

Mr. Chairman: I am sorry, I think I will have to cut you off. We will continue the next day. Mr. Stong, you will come on as soon as possible.

Mr. Stong: Thank you very much. I have quite a lot to say.

Mr. Chairman: The next day, as I see it, will be Thursday after question period.

The committee adjourned at 6 p.m.

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Smith, Hon. J. R.; Minister of Correctional Services (Hamilton Mountain PC)

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Ministry of Correctional Services officials taking part:

Algar, M. J., Assistant Deputy Minister, Planning and Support Services Division

Garraway, H., Assistant Deputy Minister, Operations Division

Hug, Dr. J. J., Director, Planning and Research

Hughes, H., Executive Director, Adult Division

Hutchison, Dr. H. C., Executive Director, Health Care Services

Thompson, G. R., Deputy Minister

Ontario. Legislative Assembly



Legislature of Ontario Debates

SUPPLY COMMITTEE—1

**ESTIMATES, MINISTRY OF
GOVERNMENT SERVICES**

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Tuesday, May 4, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

TUESDAY, MAY 4, 1976

The committee met at 8:05 p.m. in committee room No. 1.

ESTIMATES, MINISTRY OF GOVERNMENT SERVICES

Mr. Chairman: I'd like to call the committee to order. We're here to discuss the estimates of the Ministry of Government Services, and we will continue in the usual manner. I will call on the minister to make some opening remarks and introduce her staff; then I'll call on Mr. Davison and Mr. Ruston to make some opening remarks, after which the minister may reply. To begin, then, I will call on you, Madam Minister.

Hon. Mrs. Scrivener: Thank you, Mr. Chairman. First, may I introduce our deputy minister, Mr. John Thatcher, and the executive director of administration for the ministry, Mr. Silver. We'll have other staff present with us at other parts in these estimates and I'll be very pleased to present them to you. A great number of them are sitting at the back of the room right now.

May I say to you, Mr. Chairman, how very pleasant it is for me to be here with you this evening sharing, in a reverse role, a position I had several years ago when I was in your chair.

Before proceeding with the discussion on the various votes and items, if you would permit I would like to make a few brief opening remarks concerning the estimates of the Ministry of Government Services.

I thought it might be useful and helpful, particularly to the new members of the House, if I were to make a few brief remarks describing in a general fashion some of the functions of the ministry and the various responsibilities it has in its day-to-day operations.

The Ministry of Government Services was established in 1972 as part of a reorganization and ongoing programme to make the Ontario government more efficient and more productive. The ministry operates in a business mode, providing accommodation facilities

and a complete range of goods and services in support of programmes carried out by ministries and agencies of the Ontario government. In addition, the ministry provides support and assistance to the Management Board of Cabinet in the form of technical expertise and in matters pertaining to the development of government-wide policy for the provision of services.

Since my appointment as Minister of Government Services, I have become familiar with the manner in which the ministry is operated, and I am proud of the effective manner in which its services are provided. The activities of the ministry are grouped into three major programmes of service—accommodation, supply and services, and management and information.

The first, the accommodation programme, has the responsibility for the provision and maintenance of accommodation for ministries and agencies of the government.

The second, the supply and services programme, involves the provision of a wide variety of centralized services and facilities to achieve efficiency and economy in the supply of purchased goods and services as well as certain commonly used government support services.

The third, the management and information services, the most recent programme to be organized within the ministry, is responsible for the provision of management consulting, information systems design and computer programming and processing services.

The Ministry of Government Services provides many of its services to ministries and agencies on a chargeback basis; that is, in a competitive mode. For example, all management consulting, systems design and computer services are totally on a chargeback basis. Other services such as printing, supply, vehicle repair, mail, etc., are also on a chargeback basis for services rendered. Operating these services in competition with similar services available from the private sector requires a business-like approach and continuous monitoring in order to ensure efficiency, effectiveness and productivity.

In my ministry the performance of these various activities is measured and reported monthly through an ongoing system of management by results. The Ministry of Government Services is continually striving to achieve further economy in the supply of purchased goods. For example, through the increased use of collective purchasing agreements which are developed in co-operation with ministries and agencies for the supply of commonly-used goods and services, the value of savings last year was approximately \$4.3 million.

The report recently tabled on the design and construction programme for 1976-1977, as well as the accommodation tables contained in the ministry's annual report for 1974-1975, provide detailed information on the achievements of the accommodation programme. Therefore, I won't elaborate on this programme except to say that the ministry is mindful of the necessity to ensure fair competition and economy in the award of government contracts. This is accomplished through publicly-advertised tenders and the award of contracts on the basis of the lowest acceptable and responsible tender. Complete information on tenders and contract awards is published each year in the ministry's annual report.

I will conclude these remarks by saying that the 1976-1977 estimates of the Ministry of Government Services are within the target established by the government and in concert with the government programme of expenditure restraint. I will be pleased to answer questions concerning the estimates of my ministry.

Mr. Chairman: Thank you, Madam Minister. Mr. Davison, do you have any comments you would like to make?

Mr. Davison: As a new member, can I thank the minister for the explanation of her ministry? I find the estimates and your annual reports and other documents to be in some respects rather unclear and difficult to sort out. An example would be the amount of money spent on furniture. I can't find it, I guess for the obvious reason that in the estimates it is included in some other grouping.

I turned to your last annual report that you filed recently in the House to see if I could find out at least what section was responsible for furnishings. You have the supply and services programme, the marketed services division, the supply administration branch, and it says in the list of duties: "It is responsible for the procurement

of furniture, furnishings and equipment required for new facilities." But then in the accommodation programmes, capital development division, design services branch, we find: "This branch is responsible for the provision of furniture and equipment for all major accommodation projects."

Now I suppose there is a fine difference between procurement and provision, although when I turned to the Oxford dictionary I couldn't quite see the difference. I really don't want to go into a great deal of time on the opening remarks because I would really like to get down to some specific questions on the details of your estimates as we go through them. So in view of the nature of the estimates, I would defer now from making any lengthy opening statement to my colleague in the Liberal Party.

Mr. Chairman: Thank you, Mr. Davison. Mr. Ruston?

Mr. Ruston: Thank you, Mr. Chairman. My opening remarks will be quite brief. There are some things I am concerned about in expenditures in the past and which are, of course, still in this year's estimates. I would like the minister to inform us if there have been any sums of money transferred to the ministry by way of Management Board order or otherwise, aside from the \$2.65 million supplementary estimates approved earlier this year. If there have been, what is the minister's opinion of receiving substantial sums without having them recorded in the following year's reconciliation statement in the estimates? By the time any such funds show up, it is history in the Provincial Auditor's report or public accounts.

[8:15]

The minister recently gave a speech to a businessmen's association in which she stated that the public was partly to blame for any provincial deficits that had been too large and taxes that had been too high. She claims that when the public demands a new service a sensible government provides it or is replaced by a government that will. Maybe so, but I have my doubts when I look at some of the things that the government has done. It imposed regional governments in many areas, and I'm sure a lot of people didn't ask for them. It built colleges and universities that sometimes are not filled, and built them probably for political purposes in some cases. So I question whether that is the way that it's done.

Also, there's the OISE building. Now, according to Mr. Henderson's report, it is redundant and should be turned over to the

University of Toronto. And there is the closing of hospitals that were built by communities and so forth.

This ministry's budget is just slightly less than last year's, but it still cannot arrange its priorities. With such an incredible programme of restraint being carried out in all ministries how can the minister justify spending \$67,000 on renovating and refurbishing the vice-regal suite at Queen's Park, and another \$4,000 on a new ministerial lounge? We know that closing of community hospitals saves a little money but we see that many other expenditures in government continue. I question the sincerity of cutbacks when we see some of these types of things going on.

A month or so ago I was going through the public accounts for 1974-1975, which is the latest, and I noticed the government hospitality fund. It's quite interesting reading, Madam Minister. I know you weren't minister at that time but I see this year your fund is supposed to be down to \$250,000 plus about \$70,000-odd because of the Olympics. But in the one for 1974-1975, the hospitality fund was \$370,000. We do give you credit for reducing it some amount.

There's a two-page list of hospitality funds here, and I made a note of a few of them as I was going along. I see one of them is the first conference of the Canadian Association for Health, Physical Education, Recreation, dinner, \$4,000; the annual convention of Executive Secretaries Inc., dinner, \$10,000. There are many more that I made a note of: the annual meeting of the Royal Society of Canada, dinner, \$3,600; annual interpreters' convention of the International Association of Approved Basketball Officials, dinner, \$2,100; the annual convention of the National Association of Animal Breeders, dinner, \$5,225; the annual meeting of the Insurance Agents Association executives, dinner, \$1,648—

Mr. Riddell: How come I wasn't invited to that animal breeders dinner?

Mr. Ruston: —the annual conference of the Rural Municipalities of Ontario, luncheon, \$4,546. That's a nice convention—I have attended that one myself. I don't think I attended that particular one here because I was in this office.

Mr. Shore: You weren't invited.

Mr. Ruston: There was also one here for a wine and cheese party for the Municipal Association. I think I happened to be in town when some of the people in my riding were there—so, Mr. Shore, I think I did attend that one—and I see it cost \$2,800. I thought

maybe I'd better go in and use it since it was some of our money being spent.

There are many more: The international conference of the Union of Pan-American Associations of Engineering, dinner, \$6,147; the Imperial Order, Daughters of the Empire, dinner, \$5,983. Some of these may be great organizations, I don't know. I think the Canadian Bar Association was in on one of these for a large sum of money. The exact amount escapes me at the present time but it was a sizable amount.

I really wonder, when we are spending these amounts of money, if we are really using our money in the way it should be used in the priorities that we should be using, even going back a year or two. "US Chamber of Commerce executive dinner, \$1,113"; and "Premier's honorary dinner for George Gathercole, \$1,914." I could read them off for an hour, and I am sure we don't want to, but I question if this is the way we should be spending taxpayers' money. I am sure that a great many of the people who come to these conventions and some of these dinners, and so forth, are on an expense account for travelling.

This is a national convention of the Canadian Bar Association: Harvest dinner, \$20,000. I respect the lawyers, but I am sure that the average lawyer's income is \$34,000 or \$36,000 per year, so I doubt that they needed to have a dinner furnished for them so that they could come to Ontario.

"Winter meetings of the major baseball leagues in New Orleans, Louisiana, \$1,000." Maybe that's so they could get a baseball team in Toronto, I don't know, but I don't think that we should be asking the taxpayers of Ontario for that type of money for such things as that.

That's one of the concerns that I have. I will admit that the amount is down some this year, but it is still \$250,000 which is a quarter of a million dollars. Whichever way you cut it, it is still a large amount of money, and I certainly question that.

Now, most of my points concerning the minister are in individual votes, so I think I have given a general rundown of the concerns I have. One of my major concerns is the space that is allocated to members here, and I was just trying to step it off. I have a great way of measuring things; when you are born and raised on a farm you don't generally use a yardstick or ruler, if you can go out in a yard, you step it off and you know how many feet you have, and having a size 12 shoe, there is not too much trouble measuring. I was measuring the space my

secretary had to do her work in; I often wondered why she has so much trouble, tripping and stumbling around—someone says maybe she is a little clumsy, but I have come to the conclusion she is not clumsy, there is just not enough room there for her. She is very small, so that isn't any problem.

But as for the office space we have in this massive building—I was out looking for our riding office the other day and the office I was looking at was so nice, and the rent wasn't all that bad, I almost feel I would want to be in there all the time rather than in these buildings. It was much better accommodation than we would have here.

So I question that some; I think we are just not getting the best of accommodations. We will all admit it is much better than it was nine years ago when we first came here, but things move ahead and we try to improve as we go along.

That is all that I have right now, Mr. Chairman.

Mr. Chairman: Thank you Mr. Ruston. Madam Minister, do you have any comments in reply to Mr. Davison and Mr. Ruston?

Hon. Mrs. Scrivener: I can sympathize with Mr. Davison's problem in finding his way through the estimates tables and our reports. I think I shared some of the same frustration when I was a new member. It is learning where to look and understanding how they are composed.

You specifically mention furniture, Mr. Davison, and our furniture is provided in two ways. In the first, if we build a new building under the capital construction programme, then we equip it right down to the most minute detail; that means we are providing the furniture. But if we are building a correctional centre or a home for retarded children, we would even be providing the beds, the mattresses and the cutlery, so that all would come under the capital construction programme, which is about the second item in your estimates.

On the other hand, if a ministry wanted to make changes or has furniture which becomes obsolete and has to be replaced, that furniture is then supplied by us. It is purchased in large, job-lot purchases for economy's sake, but the cost is charged back to the individual ministry. So it is on a chargeback basis. We're just the purchasers—the instrument for the acquisition of the furniture.

Mr. Davison: I think you are missing my point. I'm sorry to interrupt you, but I was

quoting from your report, I understand your point about the capital development—new accommodation. It says that the branch—I take it that that is the design services branch you are talking about?

Hon. Mrs. Scrivener: It is under it, yes.

Mr. Davison: Right, that's under the capital development division. It said that the branch was "responsible for the provision of furniture and equipment for all major accommodation projects", and that's what you are telling me now.

Hon. Mrs. Scrivener: Yes.

Mr. Davison: But under the supply and services programme, the marketed services division supply the administration branch. It said, and I would quote again, that it is "responsible for the procurement of furniture, furnishings and equipment required for new facilities." Do you see that in the report?

Hon. Mrs. Scrivener: They would do the actual purchasing. They're our purchasing agent.

Mr. Davison: So the supply administration branch procures and the—

Hon. Mrs. Scrivener: At the request of—

Mr. Davison: —and the design services branch are the people who decide what you need. One group decides what you want and the other group goes out and finds it.

Hon. Mrs. Scrivener: Yes, because we have one group which has a specialty of purchasing.

Mr. Davison: You wouldn't consider consolidating your furniture experts?

Hon. Mrs. Scrivener: Purchasing is an entire career in itself.

Mr. Ruston asked about Management Board orders and transfers. I think you were here on that particular day when I was introducing our supplementary estimates. That item of \$2.65 million, which was for transfer payments for our government contributions and the public service superannuation fund, was duly debated and passed by this committee of the Legislature about six weeks ago.

We have another item of \$28,225,000, which again was transferred to us under a Management Board order. This is an accumulation of a number of things. There is \$8,535,000 for provision of accommodation. Supply and services had an allocation of \$19,136,000, and management and information

services had a transfer of \$553,000. There is an actual total of \$28,225,000.

Mr. Shore: Could I interject?

Mr. Chairman: I'm sorry. Does that complete your comments?

Hon. Mrs. Scrivener: Mr. Ruston made other points. Do you want me to continue?

Mr. Chairman: Okay.

Hon. Mrs. Scrivener: All right. Secondly, you referred to a statement I made concerning government spending in response to public demand. I think, frankly, Mr. Ruston, I was commenting on something which is just a political truism—a fact of life.

In our own ministry, I saw some interesting figures in terms of the cost of provision of computing services in terms of what they used to cost and what they cost now. In spite of the fact that almost everything you can name has gone up in price, the actual cost of provision of a single piece of data has declined quite dramatically.

For instance, television and electronic technology have improved so vastly over the years that we can provide very much more highly-refined instruments at much less cost. So, too, are we able to provide very much more service and assistance in government and to government at a much less cost. We have, I think, increased our productivity by quite a bit over a period of time. Right now, in this time of constraints, this skill has been very much honed and sharpened to a greater degree.

I would suggest to you that we are providing services within government and indirectly then to much larger populations than was so in the past at relatively lower cost. I think that is a fair statement of fact.

[8:30]

Finally, you raised a matter under hospital-ity. I am interested in discussing this with you in considerable detail but I wondered if we might hold this over to that item on the agenda when we can go into it in greater depth.

Mr. Ruston: Right.

Mr. Chairman: Thank you, Madam Minister. We will now go to vote 801 and we will take it item by item if the committee is agreeable. We will, as usual, allow a fairly open discussion on item 1. However, if there are any individual questions on, for instance, real property acquisition or capital expenditure, I might suggest that the members could hold them until we come to those particular votes. Those are fairly large items.

So I will call for discussion on item 1, vote 801. As usual I will try to maintain a list and keep the members as orderly as possible. I have Mrs. Campbell down on the list first.

On vote 801:

Mrs. Campbell: Thank you, Mr. Chairman. I would like to respond in this vote to the opening statement of the minister because I think it goes to the root of my concern with this ministry.

The minister outlined that her ministry is concerned with the provision of services and accommodation to the ministries and to agencies of government. I am concerned that this is her philosophy and it certainly is carried out in her ministry, because it would seem to be a function only for one portion of the Legislature in this building.

This building is at the moment divided, like all Gaul, into three parts, one of which falls within this ministry. And it was interesting that she made no reference to the suggestion of my colleague regarding accommodation. I recognize, Mr. Chairman, that that comes in a later vote, but it is the philosophy espoused by the minister in her opening remarks which causes me the concern in the main office vote. If she is here, and if this ministry is here, only to serve the government ministries, the agencies and not the members of this Legislature, then of course we are at cross-purposes. So is she with reference to the Camp commission report. I would like a clarification from her as to what she sees as her role in the provision of accommodation for the members of the Legislature as it is presently constituted. Because they're absolutely outrageous.

I would point out, for example, and I suppose it is part of her philosophy, that although the Liberal Party has only two fewer members than the official opposition we have 10 fewer office spaces with which to accommodate our members. At this point in time this matter is under this ministry.

I would also point out that when the select committee studying the Camp commission report asked for information about this building, her staff member advised that he could not give us, as a select committee, that information because he had precise instructions from the minister that no information was to be given out without her approval. All of this indicates a philosophy with which I personally am in a complete counter-position.

I would like clarification of the philosophy as espoused by her in her opening remarks, Mr. Chairman.

Hon. Mrs. Scrivener: Yes, Mr. Chairman. I would point out to the member that my opening statement was really a very general one and intended to be—for the sake of this committee—very brief, and to provide a basis for general and more specific discussion under the various votes.

In the statement that you referred to—I'll repeat it—I said: "The Ministry of Government Services was established in 1972 as part of a reorganization and ongoing programme to make the Ontario government more efficient and more productive. The ministry operates in a business mode—" I think that is something that will become evident to the members of this committee as we go into discussions of the ministry's work.

My next phrase was: "providing accommodation facilities." I consider that an all-embracing phrase. It goes without saying—I wouldn't even dwell upon it—that we're providing accommodation facilities for members, and I simply wouldn't dwell upon it because it's a redundancy to discuss it. Certainly in the whole section under "legislative services" we've got ample provision to discuss this matter in quite broad detail. So I would say to the member there was no slight intended by no specific reference to accommodation for members. I'm only acknowledging the fact that it is the duty of the ministry to provide accommodation facilities, and I did say that.

Mr. Shore: I just want some information, Mr. Chairman, if I might. Would I be out of order in asking if the people who I see sitting in chairs there are part of the administration of Government Services?

Hon. Mrs. Scrivener: Yes, they are.

Mr. Shore: I see 28 resource people out there now, is that correct?

Hon. Mrs. Scrivener: How many in numbers you see—

Mr. Shore: I counted, there are around 28 resource people. They're here to provide resource information to you, is that right?

Hon. Mrs. Scrivener: Well, some of them won't be required to provide information to you for some time. I think they're here on a personal basis because of their interest in the ministry and its work.

Mr. Riddell: You have a delightful rapport with your staff.

Hon. Mrs. Scrivener: No, I just have a very fine staff, Mr. Riddell.

Mrs. Campbell: Mr. Chairman, I just would like to know by how many the bodies in this ministry have been reduced under the programme? I'd like to have that information?

Hon. Mrs. Scrivener: Yes, I can tell you. We reduced our staff last year by 102, and I've got a list here. We reduced it by another 20 during fiscal year 1976-1977. So the total reduction for 1975-1976 was 102, and we will have made a total reduction at the end of this fiscal year of 122.

Mrs. Campbell: Have any of those been transferred to other ministries?

Hon. Mrs. Scrivener: Not to my knowledge.

Mrs. Campbell: They have just been dropped completely out of the government services?

Hon. Mrs. Scrivener: Partly by attrition, partly by transfer, reorganization—

Mrs. Campbell: By transfer. How many have been transferred?

Hon. Mrs. Scrivener: I'm sorry, transferred within the ministry. We had a ministerial reorganization in order to change some of our functions, and we hope, make some branches more effective and to tighten things up. Of course with our reduction in complement some reorganization was necessary in order to take up the work and carry it on effectively.

Mrs. Campbell: So there were some who have transferred within your ministry, so that they are not really a proper reduction in complement. Is that what the minister is saying?

Hon. Mrs. Scrivener: Oh yes, they are indeed, they most certainly are. We have had a direct reduction of 102 in this last year. These are people who retired, who passed away or moved away and those positions were never filled.

Mrs. Campbell: And of the 20 this year?

Hon. Mrs. Scrivener: We know of 20 and there could be more; but we are planning a total of 122 in these two years.

Mrs. Campbell: Thank you.

Mr. Chairman: Is that all, Mrs. Campbell, for the moment?

Mrs. Campbell: Yes, Mr. Chairman.

Mr. Chairman: Mr. Davison.

Mr. Davison: Before I get into the main office, I'd just like a bit of clarification under the administration programme. Am I correct in assuming that the legal branch comes under administrative services and that the audit branch comes under financial services?

Hon. Mrs. Scrivener: No; legal and audit, all come under administration.

Mr. Davison: Legal and audit are both under administration?

Hon. Mrs. Scrivener: This is under Mr. Silver.

Mr. Davison: Okay. Under the main office, what is the function of the main office, very briefly?

Mr. Thatcher: The main office, Mr. Chairman, is the ministry headquarters. It's the decision-making portion of the ministry; it includes the minister's office and the deputy minister's office. It includes the central services such as accounting, personnel, legal and some minor office support functions.

Mr. Davison: Did you say it included personnel?

Mr. Thatcher: Just for main office.

Mr. Davison: I want to know what you are doing with \$1 million.

Hon. Mrs. Scrivener: It's \$921,000.

Mr. Davison: Forgive the exaggeration.

Mrs. Campbell: It just seems like \$1 million.

Mr. Thatcher: In main office we deal primarily with the minister's and deputy minister's offices and about half of that figure is in salaries—\$436,000 is in salaries and another \$177,900 is employee benefits. There's \$95,900 in transportation and communications; \$187,500 in services; supplies and equipment \$24,400; for a total of \$921,700 to be voted. The minister's salary of \$18,000 is added to that to give a total of \$939,700.

Mr. Davison: What I am getting at is, is it fair to say that the main office's function is to work directly with and assist the minister and deputy minister?

Mr. Thatcher: Yes.

Mr. Davison: That is a lot of money for it. The other question I have under the main office vote is I am curious to know why

the employee benefits as a percentage of salaries and wages in main office is 40.8 per cent, when in personnel services it is 11.8; in financial services it is 13.6; in administrative services it is 9.6; and in ministers without portfolio it is 6.9. Why is it so much higher?

Mr. Silver: We are carrying the costs of the entire ministry's Workmen's Compensation costs in that particular item. We haven't split it amongst the whole ministry. We are carrying the entire ministry's Workmen's Compensation costs.

Mr. Davison: That's rather a false picture then?

Mr. Silver: Yes, it is in that respect.

Mr. Davison: I thought perhaps if they were laid off they got 90 per cent of their take-home pay or something.

Mr. Silver: No, no; we are carrying some central costs in that particular vote.

Mr. Davison: That's one of the points I was trying to make earlier. The estimates are very difficult to understand because that looks very strange. It would certainly help me, and I don't see why you don't make your estimates a little more clear. I find it odd to lump one specific benefit for the entire ministry administration into the main office.

Mr. Silver: The reason for that is that if we pro-rated that cost among the entire ministry, on any proper basis, there would be quite an administrative cost in doing so. We just put it in that one spot and we have done that for many years. We have actually considered allocating the Workmen's Compensation costs among every branch of the ministry, but we decided not to do it because we have been constrained in our administrative support costs recently and we are trying to keep our costs down. We are trying to keep these unnecessary costs of allocating costs as low as possible, so we are funding some costs in a central manner. You will see a similar situation when we get to admin services; we are funding some costs centrally there too.

Mr. Davison: The employee benefits?

Mr. Silver: No, not employee benefits but some other costs which we are reporting within one central spot in order to keep the costs down.

Mr. Davison: Okay. In the main office's employee benefits of \$177,900, that is the

Workmen's Compensation Board for 3,000 people?
[8:45]

Mr. Silver: It is not entirely; it's part. The employee benefits of the staff of the main office are included in that figure, but the larger amount of the employee benefits is the amount for Workmen's Compensation for the entire ministry. I can get that information for you.

Mr. Davison: Three thousand and some odd people, is that the number?

Mr. Silver: That's right, yes. I can get that figure for you very readily, if you wish.

Mr. Davison: Okay, fine, I would like it. That's all I have on main office.

Hon. Mrs. Scrivener: I think when you deduct the Workmen's Compensation you will find it comes right down to the percentage—

Mr. Davison: To something between 9 and 13 per cent?

Hon. Mrs. Scrivener: Yes.

Mr. Chairman: Mr. Shore.

Mr. Shore: Yes; I hope, Mr. Chairman, that I am not out of order on this but I think it relates to the general statement particularly in the main office area. The minister took pride in her opening statement—and I hope the pride is deserving—that she is concentrating on management by results; in order to practice management by results I think you would have to have your objectives determined, and I would like to have her comment on that.

She also stated—proudly—that she believes they operate under the tendering system that accepts the lowest tender, but then qualified it, in my opinion by the statement, "lowest tender that is acceptable or responsible," which in my opinion becomes substantially subjective and therefore becomes determinable by the specifications and so forth.

The third thing she took pride in is the matter pertaining to the competitive and open market concept and system and that she supplies services, or her ministry supplies services, to other ministries and as a result is involved with the open market concept in the competitive market and is monitored regularly.

I would like to have the minister, if she would, comment on those three items because I am not convinced. All these three things

are beautiful to state but I would like to have evidence that those things are in fact determinable, particularly in her statement when she commented in reply to Mr. Ruston's observation that the costs are going down and so on. I'm from Missouri, I've got to see these things.

The other observation is that I look around and I see 25 to 30 resource people here tonight and that's fine. It is purportedly on their own time. I don't know what the definition of their own time is, but it seems to me that when I look at this type of thing I just begin to wonder whether real value is being obtained by seeing 25 to 30 people whose average earning capacities are probably upwards of \$20,000 plus per year, and when I look at that and figure it out on a per-hour basis, I just wonder whether there is real efficiency and true value.

So I would like to have the minister comment on those three or four points, if I might Mr. Chairman.

Hon. Mrs. Scrivener: Well Mr. Chairman, through you to Mr. Shore, we use the MBR system of evaluation as our internal check. A few years back the popular system was the PPBS system—planning and programming by systems. I understand that system, but it is, in my view, very cumbersome and time-consuming and I think perhaps it came in and went out as a technique.

The management by result system is something else. It's very much more simple. We engage in this in our relationship with Management Board and make regular checks and evaluations of our programme and our whole system, our cash outflow and our income, and our programmes in terms of where we should be at any given point in the year. We take a reading on a monthly basis to find out whether we are winning or losing, and for the most part we are on target and on schedule to a great degree.

I think this is something which is internal but we've used it with considerable success. About 80 per cent of the ministry is oriented to management by result techniques and I think it gives people goals, understandable and identifiable goals, by which to work. I think that is an important thing too, when you are trying to maintain good productivity and not discourage people, to have them establishing their work goals and their undertakings in identifiable forms. I really think this has been very successful for us and perhaps other ministries in the government.

Mr. Shore: How do you know it has been successful?

Hon. Mrs. Scrivener: Simply because we are in the main able to maintain our budget and to achieve our goals and on time, and that's an important thing because time is worth money.

Mr. Shore: If I might just interject on this; for example, the \$28 million that went to Management Board, could you tell me how that fitted into the management-by-results concept?

Mr. Thatcher: The \$28 million that was passed on to the ministry by Management Board as an extension last year—is that the figure you are speaking of?

Mr. Shore: I think the minister mentioned that \$2 million and something went through the process and \$28 million was additional.

Mr. Thatcher: That goes into the programme to finance objectives that have been established and approved as being worthwhile objectives. The MBR approach is primarily a measure of whether or not a project is worthwhile. It's a benefit-cost analysis followed by a review to ensure that the original plan is being followed. In the case where we are given additional funds, it's simply an extension of the programme and the measures that have been set in place to carry that programme continue. It's just an enlarged programme, but the review process remains the same, whether it's a large programme or a small programme.

Just to assist the committee, I might describe that process in a little more detail. At the beginning of each year, we have every programme established with an annual target. Each manager of that programme is required to agree to the target with his supervisor. Then monthly he reports on his progress. That target is broken down into monthly elements and each month he reports on his achievement rate on that target.

At the end of the year, when the final results are in, his supervisor will review with him his achievement of the total target and review the reasons for either meeting it or not meeting it or exceeding it and will establish a new target for the following year. In this way, we think we are able to maintain a competitive approach to keep our managers sharp and with their eye on what it is they are expected to accomplish.

Mr. Shore: Excuse me, are you the deputy minister?

Mr. Thatcher: Yes, sir.

Hon. Mrs. Scrivener: This is Mr. Thatcher, Mr. Shore.

Mr. Shore: Thank you very much.

Hon. Mrs. Scrivener: The gentleman beside him is Mr. Silver, our executive director for administration. Your next point concerned tendering. You commented on the fact that I noted we took the lowest tender whenever possible.

The fact is it isn't always possible to accept the lowest tender. It may well be that someone has not complied with the requirements that all other tenderers have met and would be disqualified automatically for that. It could well be that they couldn't be bonded or whatever. I can't tell you all the reasons why we don't always accept the bid of the lowest tenderer but, in the main, we try to take the lowest bid.

For instance, in the annual report where we outlined tender contracts that were awarded for capital projects over \$50,000, we had a low tender from Mr. J. H. Foden which was some \$17,000 lower than the next low tendering on an air conditioning installation in Port Hope. As it turned out, I think Mr. Foden probably had made an error in judgement. I'm only guessing, because this was in 1974, but I think he probably had made an error in his estimation and he was allowed to withdraw. I think that you would not want him to proceed if he has made a gross error in his estimating. His tender was \$44,601 as against the next low tender which was \$61,590. You wouldn't want the man to undertake that hardship really.

Mr. Shore: If you are going to ask a question, I'm prepared to answer it; but I thought you—

Hon. Mrs. Scrivener: Would you have taken—

Mr. Shore: Let me put it this way: That's a very debatable, arguable point and I think a case could be made on both sides of it. However, I must tell you that in the private sector, with which you take pride in being competitive, if that type of thing happens—and very often that type of thing does happen—they live with their mistakes.

Mr. Drea: Not many times.

Mr. Shore: I don't care how many times—

Mr. Drea: The Toronto Construction Association—

Mr. Shore: Frank, with the greatest of respect, you don't know all the answers, you know.

Mr. Drea: Don't say the private sector doesn't do it. They do it every day.

Mr. Shore: I'm saying that's very often what happens in the private sector. I don't want to debate it here but, now that you've brought the point up, very often that does happen and they have to live with whatever errors of judgement or business errors they do make. Even Frank, who is a strong believer in the free-enterprise system, which I am also, should know that, particularly since he is a little bit familiar with consumer and commercial affairs. If he doesn't know it, I would advise him that he should know that that's the fact. I sympathize with this type of thing, believe me.

Hon. Mrs. Scrivener: It doesn't happen very often, I assure you.

Mr. Shore: No, I'm sure it doesn't.

Hon. Mrs. Scrivener: If you had looked at our annual report, you would have seen page after page after page showing all the contracts awarded to the low tenderer. When we had one that did not conform, we noted it for the public record.

Mr. Shore: The only reason I mentioned it is that just the other day we heard that another ministry ran into the same type of thing and allowed this to happen. That isn't really what I'm trying to point out; I'm just trying to understand the rationale.

Hon. Mrs. Scrivener: As I say, I don't know the details of that—it was in September, 1974—but it could well be that there was another reason why that low tender was withdrawn.

You made a reference to my remarks concerning the fact that the ministry wishes to be competitive and tries to compete on the open market. This we do; this is the way we can establish what our services are worth, and what kind of value to set on them. We're quite intent upon being competitive and not using special assets of government to establish the costs of our services.

Mr. Shore: How do you determine that? I'm very interested to know how you actually determine it, the process you use to become competitive and, at the same time, the criteria you use.

Hon. Mrs. Scrivener: A client ministry will have a particular job that it puts up for tender, and we bid on that.

Mr. Shore: Is it on a bid basis?

Hon. Mrs. Scrivener: Yes. If we're low, we get it.

Mr. Shore: That's it, is it? And what do you include in assessing your costs?

Hon. Mrs. Scrivener: Mr. Thatcher?

Mr. Thatcher: We have three main areas of activity—accommodation, supply and services, and management information systems. In the management information systems we bid competitively and bring in all the costs that a private corporation would include, with the exception of profit. We include all supervisory overheads, accommodation costs—an equivalent of rental in the private sector—and all of the other costs that would be included.

In the supply and services area, we very often will calculate the savings we're making there by comparing our bulk purchase contracts with the cost of purchasing in smaller units, on an individual ministry basis. We can show savings in that way that are fairly meaningful.

In the accommodation area, our services are equivalent to those of private architects' firms. In fact, we put out about 80 per cent of our work to private architects but we do some in-house work. There again, we can compare our costs with the fee that an architect would charge us. We do run costs in our own design office, for example, so that we can make a comparison with outside architects. We try to hold our costs, and I think successfully, to the same levels that would be obtained from outside consultants in that area.

[9:00]

In the area of property management, we run costs against the figures that are reported by the Building Owners' and Managers' Association, which has unit costs for various types of building maintenance.

So, by taking all of these factors and measuring ourselves against other available services, we're able to gauge whether or not we are in a competitive position; and of course our object is to be in that competitive position.

Mr. Shore: What percentage of contracts that you tendered to other government agencies did you win, for example, in the last 12 months? Do you know that?

Mr. Thatcher: No, I haven't a figure for that.

Mr. Shore: Do other government ministries generally request you to submit tenders or prices or quotes, or whatever term you use, on most services as they go to the open market?

Mr. Thatcher: Yes, they do.

Mr. Shore: But you can't answer the percentage you've won or lost?

Mr. Thatcher: No, I haven't a figure right at the moment.

Mr. Shore: Could you get that figure?

Mr. Thatcher: I'll see what I can get.

Mr. Chairman: Is there anything further, Mr. Shore?

Mr. Shore: No. Thank you very much.

Mr. Chairman: Mr. Cunningham.

Mr. Cunningham: Thank you, Mr. Chairman. Madam Minister, I'm sure you've probably heard the Ombudsman say that each and every member of the Legislature is, in fact, an ombudsman in his own right. I certainly wouldn't take issue with Mr. Maloney in that regard. I suppose, along a similar vein, each and every one of us is charged with the responsibility of being a Max Henderson, in that we have to account—unfortunately all too rarely—to our constituents for the expenditures we make and the sense of priorities we have as far as revenues and expenditures are concerned. To that end, I guess I have some questions of my own here. Certainly, I may be a little confused in the same manner in which my friend from Hamilton, Mr. Davison, might be—

Mr. Davison: It's not confusing, I just don't understand it.

Mr. Cunningham: You don't understand? I see. Some of these things are a little new to me, of course.

Mr. Ruston spoke earlier this evening about the amount of money that was spent on some functions. For his edification and yours, if you're not aware, we spent \$20,000 on some dinner for the Canadian Bar Association. I must say, Madam Minister, I'm appalled by that, I really am, if that is the sense of priorities we have as it would relate to revenue and expenditures in this province. That amount in itself would probably pay for two social workers or two people who would look after disturbed children in the delivery of that particular service. I really am a little disturbed by it.

We also spent \$2,211 on some function for the Canadian Medical Association, who I think are equally capable of providing for themselves. With no disrespect to the psychiatric association, we spent \$3,611 on something for them. For the joint convention of the Canadian Newspaper Association and the

National Newspaper Association of the United States we spent \$10,218. Not just to go by the ones that have significant numerical relevance, we spent \$276 on a lunch for the Prime Minister of Lesotho. I don't even know where Lesotho is, never mind—

Mr. Shore: For \$276 you can find out.

Mr. Cunningham: Never mind imagining where we spent the \$276 for lunch or what, in fact we had for lunch for \$276. I would say, Madam Minister, that this is really a terrible sense of priorities. I really am appalled by it.

On this vote I suppose I should comment on the situation of ministers without portfolio. I note that in 1974-1975 we spent \$169,977 here. The following year I see the estimates indicate an expenditure of \$224,100, a rather significant increase; but of course we weren't in those times of restraint then. This year I see that we're requesting \$226,200; but of course we're in times of restraint now so I can see why we only go up \$2,000, as well as \$22,500 in salaries.

So in summary, Madam Minister, we're spending almost a quarter of a million dollars for ministers without portfolio. Not to be excessively partisan or narrow-minded here, but what does Lorne do?

Mr. Davison: He says he does everything.

Mr. Ruston: He looks after the pork barrel.

Hon. Mrs. Scrivener: I anticipated your question, Mr. Cunningham. I have asked both Mr. Henderson and Mr. Brunelle for statements of their role.

Mr. Cunningham: They are not here.

Hon. Mrs. Scrivener: Mr. Henderson says that, in addition to his regular cabinet responsibilities he undertakes special assignments under the instruction of the Premier (Mr. Davis) and conducts special assignments for members of cabinet.

Mr. Shore: That certainly clarifies things.

Hon. Mrs. Scrivener: Mr. Brunelle is the chairman of the cabinet and presides at meetings of the executive council and assigns the recommendations to the Lieutenant Governor. He is also responsible for appeals to the cabinet on such matters as rulings by the Ontario Municipal Board.

In January of this year, he was given the responsibility of co-ordinating native affairs. This entails the responsibility for overall co-ordination of policy development with the government in relation to native affairs and for co-ordination of communication between

the government and native organizations. As such, he chairs the interministerial committee on native affairs and the joint steering committee, consisting of four deputy ministers and the presidents of the four native organizations.

Mr. Cunningham: I am very pleased to hear that because there was some doubt in my mind. I certainly don't doubt the qualifications of either man for what they do. Mr. Brunelle has had a distinguished career here and I am pleased to hear that he is doing that. Given the relationship that this government has had with our native people, I suppose we should have somebody of that stature in that particular position.

Certainly Mr. Henderson seems to be well suited to what he does, albeit I am very unclear on that. I suppose, given some further enlightenment by yourself, at election time or whenever I am called upon by my constituents, I am going to be similarly unclear.

I really question this quite sincerely. We are spending \$250,000 for this ministry. If I could say that Hon. Mr. Henderson's function would be half of that, I guess that would be \$125,000. Again for our sense of revenue and priority and closing of hospitals and the cutbacks—we in our party at least are allowed to say that word cutbacks—as far as that goes, I think that we have just a dreadful sense of priority. But I won't berate you for that. I don't think this is within your purview. If you are told we have to have ministers without portfolio, then I guess we have to have ministers without portfolio.

Hon. Mrs. Scrivener: I simply administer their budgets.

Mr. Cunningham: You are doing a wonderful job in that regard.

Mr. Shore: Do you look on that as management by results too?

Mr. Cunningham: You indicated earlier this evening—at least I think you did—that 110 of the 3,000 people who fall within your ministry have retired, have died or have been redirected.

Hon. Mrs. Scrivener: I meant that they had retired, had passed away, or that they themselves had moved away.

Mr. Cunningham: That would be 110 out of 3,000. You will pardon me, I never got past grade 12.

Hon. Mrs. Scrivener: No, it's 122 as of the end of this fiscal year.

Mr. Cunningham: At best, that would be 0.4 per cent. Is it four per cent? That's why I never got past grade 12—mathematics, that was. I don't want to go through individual by individual here but I do see a tremendous number of people listed by name in 1974-1975 who are earning in excess of \$20,000.

Could I ask you if one of your people, either somebody here tonight who is missing the hockey game or one of the many in your ministry, could give us a breakdown as to whether these people are still with the ministry and whether or not they have passed away or moved on? Is there any chance that that could be done?

Hon. Mrs. Scrivener: Is this from the auditor's report?

Mr. Cunningham: I am referring now to page 21 of the public accounts, 1974-1975. I tell you I have a very sincere interest as to whether people move from ministry to ministry or whether we are making a sincere effort to reduce the complement of civil service that we have here at Queen's Park or if that is going to be foisted upon people at the local level where probably the results are more easily recognized. Maybe you could respond to that some time at your convenience.

Further on I see under vote 801, \$1,195,500 for contract security deposits. Would you give me some direction on this? Does this say that the Province of Ontario—

Mr. Davison: We are getting into many things I would like to talk about and I wonder if we could stick to our rule of just going through one thing at a time.

Mr. Chairman: I said in my opening comments that we would allow a fairly free and open discussion; however, I will admit that Mr. Cunningham is getting into more detail than general policy.

Mr. Cunningham: This is all under the first vote, isn't it?

Mr. Chairman: I called item 1, vote 801, main office, to begin with. You're getting down near the end of it. If it would be all right, I would ask the minister to comment.

Hon. Mrs. Scrivener: I don't mind, Mr. Chairman. That's a statutory item and the member is asking a question I asked my deputy when I first saw it because it is quite a substantial figure. It's \$1,144,100. I think you could probably guess, as I did, that those are the deposits which accompany tenders on contracts.

Mr. Shore: Is that what that is?

Hon. Mrs. Scrivener: That's one of the disqualifying things sometimes—when somebody forgets to include the money with the tender. We maintain that as an ongoing thing and you'll see it under vote 801—it's a statutory item.

Mr. Cunningham: Fine.

Hon. Mrs. Scrivener: There are four statutory—

Mr. Shore: Where does that come in?

Hon. Mrs. Scrivener: Right at the bottom.

Mr. Shore: I know where it is but what does that involve?

Hon. Mrs. Scrivener: It's a reserve.

Mr. Shore: When you are tendering out?

Hon. Mrs. Scrivener: Yes, when we're tendering out. They have to send in a cheque with their tenders and there are always reserves and holdbacks on jobs. We've got to keep some—

Mr. Shore: I'm missing something. I'm sorry. It's just a point of clarification.

Hon. Mrs. Scrivener: It's an administrative item. Mr. Silver?

Mr. Shore: How do you get involved—is this when you are tendering out for other jobs?

Hon. Mrs. Scrivener: No, in reverse.

Mr. Shore: This is disbursement, though.

Mr. Silver: Can I answer that particular question? Actually, what we've got there is just a change in accounting practice from one year to the other. Previously, we recorded these amounts net. That is, we recorded the net amount; it's just like a solicitor's trust account.

Mr. Shore: Now I see.

Mr. Silver: Now, in 1976-1977, we're recording them gross.

Mr. Shore: Okay, fine.

Mr. Silver: In our receipts we're recording the amount received and in our expenditures we're showing the amount paid out. It's a change in accounting practice, that's all.

Mr. Shore: All right; that's what I'm missing.

Mr. Cunningham: If I could very briefly continue; I have a few more questions. One is on the main office. I wonder if at some time during the course of these estimates, you might afford us with some direction as to how many contract employees you might have working within your main office.

Hon. Mrs. Scrivener: Yes. You want to know for under vote 801 or for the whole ministry?

Mr. Cunningham: I was wondering whether you would be kind enough to give me both. I would be very interested to see how many are involved in your main office and how many might be involved last year in the government as a whole.

Hon. Mrs. Scrivener: Under complement, the ministry total is 3,028. Under unclassified staff, we do it in terms of man-years. It comes to 515.58.

Mr. Cunningham: Man-years? What does that mean?
[9:15]

Hon. Mrs. Scrivener: We've got such a large number of casual staff who come on, say, in the warm weather and go off in the fall—the gardeners here and so forth. We have this all over the province. We have quite a large group of seasonal staff. So we break them down by man-years.

In administration, we've got complement to the extent of 123 and unclassified staff to the extent of 48.4 man-years.

Mr. Cunningham: What do you mean by classified staff?

Hon. Mrs. Scrivener: Unclassified staff.

Mr. Cunningham: Unclassified?

Hon. Mrs. Scrivener: Yes.

Mr. Cunningham: What do you mean by classified staff?

Hon. Mrs. Scrivener: Complement is regular civil service.

Mr. Cunningham: I would have no further questions now, Mr. Chairman, if I am allowed to come back at some further time. Just some direction from you, Mr. Chairman. At what point would it be appropriate to discuss these capital expenditures, under vote 802?

Mr. Chairman: Provision of accommodation.

Mr. Cunningham: That's all for me, thank you.

Mr. Chairman: Thank you. Mr. Ruston?

Mr. Ruston: No, I don't have anything in main office.

Mr. Chairman: Shall item 1, vote 801 carry? Carried.

On item 2, personnel services.

Hon. Mrs. Scrivener: I am disappointed, Mr. Chairman. Nobody asked me about our women's co-ordinating programmes, and I thought everybody here would have been interested.

An hon. member: That is coming up now, Mr. Chairman.

Mr. Chairman: Mr. Gregory?

Mr. Gregory: I notice in the minister's complement we have in the audience—there are some 18 or 20 persons—and we have one rose among the thorns—in a senior position, I hope. I was just wondering—I hope this isn't the proportion in your ministry. What opportunities are there for women to obtain senior positions, assuming that the audience is representative?

Hon. Mrs. Scrivener: I am glad I got the question. I thought no one would ask me. I think that, considering the fact that we have what you call a hard-hat ministry, one which is very male-oriented, we've got a very good programme going and one of which we can be justly proud.

I'll ask Mrs. Taylor, who is our women's co-ordinator, if she would like to come and talk to you about it for a few minutes. I think you will find her very interesting.

Mrs. Taylor: Thank you very much for saying I am the rose; I hope you are not all thorns.

We have a little bit of difficulty and we are working on getting some guidelines so we do have definite equal opportunities in our ministry.

It is rather difficult to get some of the statistics because we are not able at the moment to get any information on how many females are holding trades papers. We cannot assess the situation if we don't have women applying for jobs—if there are no women electricians, plumbers or carpenters. We do know that there are a few female architects, but not many female engineers. So it is very difficult for a hard-hat ministry to have definite equal opportunity. On the

administrative side, I think we do have very excellent opportunities.

Mr. Gregory: Do you have any idea of the number of senior administrative positions that are either held by women, or if the opportunity is there for women to advance to these positions?

Mrs. Taylor: Yes, we have two women directors in the ministry. We cannot fill positions that are not vacant. We do have to wait for vacancies. I think the women are hesitant to apply. We have had a most interesting thing happen. This is the first year in eight years—and I have been with the ministry for eight years—that we have had females applying for jobs as groundsmen or agricultural workers. This work means snow removal in the winter, spraying of trees, fertilizing—and we never had a female's application form before. We are happy to note that we have had three this year. But two turned us down; one accepted.

Mr. Gregory: Further to that, I would hope that if a woman applied for a position, she wouldn't be given special consideration because she is a woman in order to make that conscious effort. I know women wouldn't want you to do that.

Mrs. Taylor: I can assure you it is equal opportunity; the best applicants should win.

Mr. Gregory: Yes, they would apply and compete on an equal basis with men.

Mrs. Taylor: Most certainly. No special consideration given.

Mr. Gregory: Thank you.

Mrs. Taylor: We have several females in the real estate section and I think it has been a breakthrough. One of our chief appraisers is Mrs. Janina Milisiewicz, who is the first accredited appraiser in Canada. I think the last time we counted there were three female accredited appraisers in Canada. I think a few more are coming this year, two of them from our own staff, who will achieve accreditation. We have one female senior real estate officer. They are doing the courses in order to achieve accredited status and we are encouraging as many as we can.

Hon. Mrs. Scrivener: One of the things that Mrs. Taylor has been doing is trying to encourage more women to step out of their stereotyped roles and to seek advancement in management positions, but it is a little difficult to get people to be brave and the way she has been doing this is to run noon-time

training sessions with men and women in the ministry. They have talk sessions, they have practice sessions, they learn techniques. Would you like to expand a bit on that, Mrs. Taylor?

Mrs. Taylor: Since last September—it took a little while to arrange it—we have carried out the programme with volunteers and specialists from our ministry who spent their own time in preparing the courses. We have 19 different career-oriented courses which we have given a total of 41 times. We have consciousness-raising and general interest courses, which means that we are trying to ensure that women realize they are not just typists, or in stenographic and other jobs and that they can go into other fields—the courses tell them what is involved.

We have given 18 such courses to a total of 29; several courses have been given several times, which makes 29 lunch-hour sessions. Personal growth, things like self-confidence, assertiveness training; 11 sessions. And we have had several subjects on the general administration of the Ministry of Government Services to make them familiar with the different kinds of programmes we have and positions that are available. I think over a quarter of our staff has attended—that is in Toronto. We have been out to the regions and we hope to do a bit more of regional work this year.

We have had film sessions on particular films, more in the career-oriented and consciousness-raising kind of field, and we have had guest speakers like Dr. Sheldon Geller, who spoke on self-confidence, and Abby Hoffman, who spoke on assertiveness training and what you can achieve. We have had career counsellors on a no-charge basis from Centennial College, Mohawk, and some other colleges, to give talks on what is available in the community colleges in order to get skills that would give you the opportunity to go ahead and further your career into senior management positions.

Mr. Chairman: Thank you, Mr. Davison.

Mr. Drea: Just before we leave that, did you hire women to shovel snow?

Mrs. Taylor: Most certainly.

Hon. Mrs. Scrivener: We have hired girl summer students, to do what has always been considered to be boys' work before; working in the greenhouses and things of that nature.

Mr. Drea: That's fine, they are in every nursery. What I want to know is one specific thing.

Interjections.

Mr. Drea: Well, they can't get men anyway. We hired a woman to shovel snow, is that right?

Mrs. Taylor: That is one of the duties that people have to do in the wintertime because I don't think we fertilize things in wintertime, or cut flowers or plant flowers. And I think we have equipment to shovel snow too.

Mr. Drea: It will make a delightful picture in the Globe and Mail next year, the first day it snows. It will really be delightful.

Mr. Riddell: What competition would that woman have? How would you make the selection?

Mrs. Taylor: The post was that of an agricultural worker/groundsman; I think the woman was a library technician, not with our ministry. She has taken evening courses at Ryerson in horticulture.

Mr. Chairman: Mr. Davison, are you giving up your place for Mr. Grande?

Mr. Davison: Yes.

Mr. Grande: Just one very simple question. Are we led to understand, therefore, that there are two or four women in the top echelon positions in your ministry?

Hon. Mrs. Scrivener: We have a number of women who are at a professional level. We have two directors who are women.

Mr. Grande: Out of a complement of how many at that particular level?

Hon. Mrs. Scrivener: I don't know how many directors we have.

Mr. Thatcher: About 40 or 45.

Mr. Grande: You have a long way to go.

Hon. Mrs. Scrivener: It's progress. Two years ago, no one. The point was made, one has to wait for vacancies.

Mr. Chairman: Mrs. Campbell.

Mrs. Campbell: Yes, I would like to ask about two points. First of all, what has been done in this ministry in the provision of day care for those who are proceeding through to the higher echelons?

Mrs. Taylor: I think the overall government has a daycare counsellor.

Mrs. Campbell: Pardon?

Mrs. Taylor: The government has a day-care counsellor.

Mrs. Campbell: Yes, I understand though that that counsellor is there to counsel on alcoholism, not on day care, because the ad specifically stated that; I read it.

Hon. Mrs. Scrivener: No, I'm sorry. That lady is a qualified daycare counsellor. She is indeed.

Mrs. Campbell: Then the advertisement was somewhat misleading, I suggest.

Hon. Mrs. Scrivener: I'm sorry, we do have—

Mrs. Campbell: But you do have no provision for day care.

Hon. Mrs. Scrivener: We do have a specialist who counsels on alcoholism.

Mrs. Campbell: Do you have any daycare provision?

Mrs. Taylor: I do not understand your question. What do you mean by daycare provision? I don't think we have a daycare centre.

Mrs. Campbell: No, no. Secondly, did you have anything to do with the very lowly women's positions for the Portuguese women who do the cleaning in this building, whose contract is certainly not one granting equal opportunity to women? Would that come within your purview?

Mrs. Taylor: No, it does not come under me. I am only responsible for equal opportunity within the ministry.

Mrs. Campbell: I see. So it isn't contrary to the philosophy of the ministry to contract out to people who do not grant equal opportunity to women?

Mrs. Taylor: I do not think that is my responsibility. I am not charged with that one.

Mrs. Campbell: It seems important to me that anyone who is engaged in a ministry as a woman promoting the cause of women would have some voice in this, but you have no voice at this level.

Hon. Mrs. Scrivener: I'm sorry, I don't think this is a proper question for you to address to Mrs. Taylor.

Mrs. Campbell: Well, it is a matter of women—

Hon. Mrs. Scrivener: She cannot discuss policy.

Mrs. Campbell: —involved in your ministry and you were pointing with pride. Is it something you can answer, Madam Minister?

Hon. Mrs. Scrivener: I am sorry, this is not even within this vote. Mrs. Taylor is discussing the women's co-ordinator role that she undertakes. Contract workers are an entirely different matter in a different vote. It is not for Mrs. Taylor to answer.

Mrs. Campbell: So that the philosophy is different?

Hon. Mrs. Scrivener: Yes, entirely.

Mrs. Campbell: Thank you.

Mr. Davison: I would appreciate a brief outline of your recruitment and hiring methods when you're in your spending phases.

Hon. Mrs. Scrivener: You mean when we actually hire staff for replacement or—I don't understand your phrase "spending phases."

Mr. Davison: I take it right now you're in a restraint phase, so you're cutting your complement by 122 people. So I take it you're not hiring a great deal.

Hon. Mrs. Scrivener: No. We can replace certain specific jobs but we have to stay within our complement levels.

Mr. Davison: What I want to know then is what your hiring method is.

Hon. Mrs. Scrivener: Could you discuss that, Mrs. Taylor? Or Mr. Cooke? Perhaps we'll ask Mr. Cooke to answer this.

Mr. Davison: An expert for every question. [9:30]

Hon. Mrs. Scrivener: Mr. Cooke is our director of personnel. The question we have is what are our hiring practices when you want to replace someone in the ministry. I assume that's what the member wants to know.

Mr. Cooke: I gather this is tied in with the constraints that we've been discussing earlier on; now I see. As the minister said, we have a complement control which gives a total complement for the ministry and we cannot hire above that level. So, when a position becomes vacant—for example, someone retires or they leave to go to another ministry, or to a position outside the govern-

ment—we have a procedure whereby the programme manager whose staff member has left sends in a request for staff. That is then checked against the complement control record in the administration section of personnel to ensure that we are below the ministry's complement in total. Once that is approved the position is then advertised.

Mr. Davison: Where?

Mr. Cooke: First of all, it is advertised internally.

Mr. Davison: It is posted internally first.

Mr. Cooke: It must be advertised internally first, unless we get permission from the Civil Service Commission to go outside.

Mr. Davison: Just in Government Services when you say internally?

Mr. Cooke: No, sorry; internally within the government. Topical is circulated to all employees and this is the working condition agreement with the union—all positions in the government are advertised within the government. We then get the applications in from persons who are interested in the position which is advertised. The applications are checked by the recruitment section to see if the qualifications meet the requirements for the position. Then the applications are passed on to the programme manager who will make his choice. It depends on the sort of job and the type of person he wants. He might interview, say, five or seven of the applicants for the position that is vacant.

Mr. Davison: What happens if nobody from inside the government wants the job?

Mr. Cooke: We would then request permission of the Civil Service Commission, because we are under this restraint programme. We cannot advertise outside the government without the approval of the commission and we have to make a case to them for permission to apply outside.

Mr. Davison: What are your hiring procedures if you are accepting applications from outside?

Mr. Cooke: Virtually the same as I outlined for internal ones. In other words, the applications are matched against the requirements of the job and applications of people who meet the requirements of the position are forwarded to management.

Mr. Davison: That's not quite what I'm getting at. Where do you advertise?

Mr. Cooke: It would depend on what the job was and where it would be. For example, if it was a routine clerical position it wouldn't be advertised because we would get applications from within. But, if it's within the Toronto area, we would advertise say in the *Globe and Mail*, the *Sun* and possibly the *Star*.

Mr. Davison: That includes all positions from deputy minister on down?

Hon. Mrs. Scrivener: No, not really.

Mr. Cooke: Not always, no.

Mr. Davison: What are the exceptions?

Hon. Mrs. Scrivener: At the senior level, basically those positions are filled by moves within government. They very rarely ever are filled from outside of government.

Mr. Davison: I know this, but it's posted. Do you just transfer the next person in line from your own ministry, or do you just tell—

Hon. Mrs. Scrivener: Oh no, when a position comes available, as Mr. Cooke has just told you, it's then open to competition.

Mr. Davison: And that includes from deputy minister on down?

Hon. Mrs. Scrivener: No, no.

Mr. Cooke: We in the personnel branch would not deal with deputy minister positions or executive directors, the senior list position.

Mr. Davison: And those are the only exceptions?

Mr. Cooke: No, there would be other limited exceptions, for example, where someone might have been acting in a position for six months or more. This could happen where someone is away with an extended illness and someone else would be appointed to act in that position. Sometimes they are confirmed in that position, where it's shown they can handle it.

But those are very limited exceptions.

Mr. Davison: Okay, do you have any positions where there's a weight requirement?

Mr. Cooke: A weight?

Mr. Davison: Yes.

Mr. Cooke: You mean w-e-i-g-h-t?

Mr. Davison: Yes, a physical weight.

Mr. Cooke: No, we don't.

Hon. Mrs. Scrivener: Why would you ask a question like that? I've never heard of it.

Mr. Davison: You don't have any at all?

Mr. B. Newman: There are in industry; there are weight requirements.

Mr. Davison: I realize there are in industry.

Mr. B. Newman: There is a 135 lb minimum at Chrysler—

Hon. Mrs. Scrivener: I see.

Mr. Davison: There are no positions in this ministry where there are weight requirements?

Mr. Cooke: No, sorry. I've never been asked this question before. No, we don't have any restrictions.

Mr. Davison: With factory workers, that is not such a strange question.

I would like to get some information on what the ministry's affirmative action programme is and how much it costs.

Mr. Cooke: That, in fact, is what Mrs. Taylor was describing. That's called the affirmative action programme. It is treated as an equal opportunity programme and it's in the budget this year at \$48,300.

Mr. B. Newman: Mr. Chairman, I wanted to ask the minister about members getting requests from constituents for some type of job opportunity within Government Services. Should that member make contact with your ministry, or should he work through the civil service?

Hon. Mrs. Scrivener: In terms of a complement position?

Mr. B. Newman: Yes.

Hon. Mrs. Scrivener: I think that all you can do is refer it into the ministry, and Mr. Cooke can then inform them of the time limits set for the competition and so forth.

Mr. B. Newman: Now, would applications be available by contacting your ministry?

Hon. Mrs. Scrivener: I would think so. We mail them out all the time.

Mr. B. Newman: How does a constituent find out when there are job opportunities when the person is from outside the Metro Toronto area?

Hon. Mrs. Scrivener: I think it would probably be happenstance, or having someone watch for you. Because so many com-

petitions are within government, and a person outside government would not be eligible even to compete.

Mr. B. Newman: Yes, I can accept that.

Hon. Mrs. Scrivener: Then the alternative is to read Topical, if you are within government, because so many jobs are advertised in Topical.

Mr. B. Newman: I can understand individuals working for government reading Topical, but how about the individual who would like to get into Government Services from beyond the bounds of the city of Toronto, who would move into the area if the job were available? How does that person find out that there are jobs available?

Hon. Mrs. Scrivener: In the first instance, Mr. Cooke has just outlined that such jobs are advertised if we have to go outside of government to fill them. And that is only with civil service agreement, so they would be advertised but rarely; but they would be advertised in local papers.

Mr. B. Newman: All right.

Hon. Mrs. Scrivener: I haven't any idea beyond reading the newspapers and watching the want ad columns how you would know.

Mr. B. Newman: How does a constituent of mine find out if there are jobs available here in Government Services? Where does he go to find out?

Hon. Mrs. Scrivener: I really don't know, because we just don't have that many jobs available.

Mr. B. Newman: You always have some, Madam Minister.

Hon. Mrs. Scrivener: No.

Mr. B. Newman: You mean you don't hire at all from outside the civil service in your ministry?

Hon. Mrs. Scrivener: Very few. Right now—

Mr. B. Newman: Well, you said you hire some.

Hon. Mrs. Scrivener: He gave you the procedure. He didn't say how many, because there are such a very few.

Mr. B. Newman: That's all right. Why shouldn't a resident in my community have the same opportunity to compete for that job as someone in the Toronto area?

Mr. Cooke: No reason at all. I agree there would be a problem of him getting to know of the existence of the advertisement.

There are two possible alternative routes of doing it. One would be for yourself to refer an application to the minister, who would send it down to personnel branch who would hold it on file, in a live file against time when a suitable vacancy for which the person is qualified arose. The other method that is adopted by people is to write directly to the personnel branch. If they are qualified for a competition that is running, we put their application into the competition.

Mr. B. Newman: Do you follow the federal government practice of posting job opportunities in the post office—maybe in provincial public buildings or even in the post office—so that no one can criticize your ministry that persons from outside the bounds of Toronto don't have a ghost of a chance of getting a job?

Mr. Cooke: No, we don't post them in the post office, certainly. But Topical is available throughout the province and copies of Topical are available to the public—and we in fact do get replies to Topical.

Mr. B. Newman: And Topical isn't available to the members.

Mr. Cooke: Perhaps they don't need jobs.

Mr. B. Newman: I know, but you should be sending a copy to each member, because when I get a copy I always send it to people back home who are interested in government service.

Mr. Cooke: I think that's a good point. We, of course, don't initiate Topical; we get it from the Civil Service Commission. But I think it's a good point and, if the minister agrees, maybe I could take it up with someone in the commission tomorrow.

Hon. Mrs. Scrivener: I have to say you reminded me of the fact that on rare occasions I have had people write me saying, "I'm interested in a job with the ministry." I usually refer these on, so they are on Mr. Cooke's file.

Mr. B. Newman: All I want is that the job opportunities are made available to all residents of Ontario, not those in the Metro area only, and that they are competing on an equal footing. I don't ask any preference for my local areas but I would like my constituents to have the same chance.

Mr. Chairman: Shall item 2 carry? Carried. Item 3, financial services. Mr. Davison.

Mr. Davison: Yes, I would like to know about computers. Do you have a computer expert here?

Hon. Mrs. Scrivener: Yes. This programme is really not so much involved with our computer programming and management services.

Mr. Davison: At the bottom of your annual report, you say, "In addition, the branch continued to extend its use of computer-oriented systems as the most efficient and economic means of providing financial information to programme managers." Is that right?

Hon. Mrs. Scrivener: That's just a technique, yes.

Mr. Davison: It's a technique that doesn't involve computers or computer time?

Hon. Mrs. Scrivener: Yes it does, but that's simply an operator working under direction.

Mr. Davison: The question I want to ask is how much money you are spending in that particular section, financial services, on computers or computer time. I take it it is very small.

Hon. Mrs. Scrivener: I see. Mr. Silver?

Mr. Silver: We can get that information. I don't have it readily available or with me right now but I can get that for you and I'll have that with the other information re your question.

Mr. Chairman: Shall item 3 carry? Carried.

Item 4, administrative services. Mr. Davison.

Mr. Davison: Yes, I have a number of questions. First of all the audit branch—that comes under this?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: In looking through the Provincial Auditor's report, section 98 of page 65, he talks extensively about the audit branch. Do the people on your audit branch find it difficult to conduct a realistic audit when they don't know what cheques have been cashed? I don't know a great deal about audits but if the books aren't available, how did they do an audit?

Hon. Mrs. Scrivener: Mr. Silver, you answer that.

Mr. Silver: The point that the Provincial Auditor is raising in the report does not just pertain to our ministry. It pertains to all ministries.

Mr. Davison: You're the ministry we're dealing with.

Mr. Silver: We're the ministry that maintains the government payments operation for the entire government so they are referring to the entire government, not just to our ministry.

Mr. Davison: Are you suggesting that the money isn't—

Mr. Silver: No, I'm saying that the comment of the Provincial Auditor with respect to that particular item does not just pertain to Government Services. It pertains to the whole of government.

Mr. Davison: I'm sorry, I didn't read every single page of the Auditor's report but it says "absence of follow-up procedures for outstanding cheques, Ministry of Government Services." That's the section I want to talk about.

Mr. Silver: Yes, it is under that because government payments is one of the branches in the Ministry of Government Services and I'm saying his comment pertains to the whole of government, not just to our ministry, so that the—

Mrs. Campbell: But this is the ministry we're dealing with tonight.

Mr. Davison: I'm not asking some other ministry. Do you have outstanding cheques or have you had outstanding cheques? Let's see, you had 12 cheques between \$5,000 and \$59,000 for an aggregate value in excess of \$185,000. Your total of cheques outstanding from one to five years amounted to approximately \$590,000 as of March 31, 1975.

Mr. Silver: Which page are you referring to? I do have the report here.

Mr. Davison: The \$590,000 figure is on page 65, and the \$185,000 figure is at the top of page 66.

Mr. Silver: Yes, those cheques pertain to the whole of government, not to just to cheques that were issued on behalf of the Ministry of Government Services. They are cheques that were issued on behalf of the entire government.

[9:45]

Mr. Thatcher: Mr. Chairman, I can help Mr. Davison. In vote 804, item 10, you will see we have the programme called government papers. This programme is the cheque-writing operation for the whole of the Ontario government. In this operation we are handling all of the programme cheque-writing for all of the ministries. In the item we have been looking at, item 4 of vote 801, is included the audit that we do of our own ministry operations. Mr. Silver was pointing out that the size of the cheques outstanding does not relate to our own operations but rather to all government operations, which are handled in vote 804, item 10.

Mr. Davison: Is what you are saying then that when your audit branch does audits in your branch, they are never concerned with that, that their audit doesn't extend to that?

Mr. Silver: No. When they do an audit of the government payments branch, they would be concerned with that particular item.

Mr. Davison: I am not trying to discuss it under that vote. I am trying to discuss it under your audit staff.

Mr. Silver: Yes, quite so.

Mr. Davison: Don't they find it difficult or unusual—

Mr. Silver: They would refer to that particular point in the similar manner that the Provincial Auditor would.

Mr. Davison: They would refer it to you?

Mr. Silver: Yes, they would.

Mr. Davison: Do you pay any attention to them?

Mr. Silver: They would refer that point to the deputy minister and to the programme manager concerned and note that that particular problem exists.

Mr. Davison: And I take it that you then read to them the Treasurer's answer?

Mr. Silver: That is the position that the Treasurer (Mr. McKeough) takes on this particular point. The government payments branch is the branch that is responsible for the physical issuing of the actual cheques on behalf of government, based on the policies that are established by the Ministry of Treasury, Economics and Intergovernmental Affairs.

Mr. Davison: But your own audit branch does not think that this is a very good idea. That's the point I am getting at.

Mr. Silver: You are saying, what is our own audit branch's position on a particular—

Mr. Davison: Don't we have an expert from the audit branch here?

Mr. Silver: I think I can answer that particular point. You are asking what the position of our audit branch is with respect to the point that is made by the Provincial Auditor.

Mr. Davison: Very good.

Mr. Silver: I don't think that our audit branch sees it as quite the same problem as does the Provincial Auditor. I don't think we see it in quite the same light.

Mr. Davison: He is seeing spectres under beds, is he?

Mr. Silver: I think it's a point upon which one could well take a differing opinion. The Provincial Auditor sees it in this particular light, but I don't think our own auditor is as concerned about it as the Provincial Auditor is.

Mr. Davison: He is concerned, though. It doesn't strike me as something that an auditor would be exceptionally happy about. And I would think that your audit branch would have told you that.

Mr. Silver: In practice, it has not actually presented any problem to us. I think the Provincial Auditor is saying that there could be a problem; that he is concerned that there could be a problem. I think we are saying that we haven't actually encountered the problems that the Provincial Auditor says could occur.

Mr. Davison: But your audit branch has told you that it could be a problem?

Mr. Silver: They have pointed out that this problem does exist; yes, they have.

Mr. Davison: So your audit branch is—

Mr. Silver: We are not unaware of it. We are not unaware of the problem.

Mr. Chairman: Mr. Drea?

Mr. Davison: I am not finished. Administrative services; that is what we are on?

Mr. Chairman: Yes.

Mr. Davison: What is a visual identity inquiry? Does that strike a bell with you?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: Could you explain that to me?

Mr. Silver: Are you talking about the visual identity programmes?

Mr. Davison: I am talking about something called a visual identity inquiry, which is something that your administrative services section does. It's on page 10 of your annual report.

Mr. Thatcher: Visual identity inquiries means inquiries respecting the visual identity programme.

Mr. Davison: Your ministry is very confusing. I hate to keep harping on that.

Mrs. Campbell: They are confused.

Mr. Thatcher: Let me try that again, it means the inquiries about the visual identity programme. The visual identity programme is a programme which was commenced some years ago and is simply identifying the provincial government's involvement in various things. It includes such things as the letter-head design; the paint job on the trucks and all of the things by which somebody might want to know that this is a provincial government operation. The trillium symbol is the chief example of that.

Mr. B. Newman: And the colouring.

Mr. Thatcher: And the colouring by the policy fields, which is a little help in getting organized as to who is doing what. We have one person in our ministry who assists in this and it's largely in connection with printing. When we are doing printing work we have a person who guides our customers into how the visual identity programme should be used in whatever printing is being done.

Mr. Davison: Is the visual identity programme cheap? Is it very small?

Mr. Thatcher: Yes.

Mr. Davison: Continuing on that, can you tell me what kind of identity cards this section is responsible for? It sounds like spy apparatus, this entire branch. Are you working with the Ministry of Correctional Services?

Mr. Silver: No. These are identity cards that are used in the ministry, for example, for access to the computer centres—Mr. Alexander has one there—for security purposes.

Hon. Mrs. Scrivener: Also, for security purposes within the ministry, people who come into work after hours on special jobs usually have identity cards with their picture on.

Mr. Davison: This one over here is coloured; you should get yours updated.

Mr. Thatcher: That's a colour code.

Mr. Davison: The picture is coloured. You've been left behind.

Mr. Silver: They are used particularly in the computer centres.

Mr. Davison: They are awfully expensive-looking cards.

Mr. Silver: Not really.

Hon. Mrs. Scrivener: They work very well.

Mr. Davison: With the restraint programme are we going to go to a black and white picture instead of a coloured picture?

Mr. Thatcher: They are taken by a clerical person with a Polaroid camera and they are made up on a little plastic binding machine which does it all for 70 cents or a few cents per card.

Mr. Davison: You should authorize them for the members so we are not stopped in the parking lot when the dump trucks are around.

I'd like to know why the administrative services seem to be the drunken sailor of the ministry's administration programme. Its expenditures are increasing by 23.1 per cent when the admin programme as a whole, exclusive of the statutory requirements, is increasing by only 7.1 per cent including the 23.1 per cent increase in administrative services. Can you tell me why you are spending an extra \$187,900?

Mr. Silver: Yes, that's very simple actually. The largest item in that increase, \$150,000, is attributable to a change in accounting practice. What we have done is we have included in the admin services an amount for the ministry's long-distance telephone charges. Formerly they were included under the vote for telecommunications.

We have decided that for better control we will have it in one place in the administrative services programme. This year we have taken it out of telecommunications and we've put it in administrative services. That accounts for—

Mr. Davison: You realize that telecommunications has gone up by \$1.3 million?

Mr. Silver: They can speak to that when they get to that particular vote. I'm telling you why this particular item has gone up.

Mr. Davison: You've taken \$100,000 out of telecommunications?

Mr. Silver: One hundred and fifty thousand.

Mr. Davison: And put it in there.

Mr. Silver: Yes.

Mr. Davison: That is all I have on No. 4.

Mr. Drea: I have a couple of questions but before we go on to them—the plasticizing machine for the cards is very cheap, is it?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: Cheaper than a paper shredder.

Mr. Drea: I don't get it. The reason I ask, Madam Minister—perhaps some of the members who have been around a while and are a little better prepared for events like this might be somewhat sympathetic—is that in the last Legislature they had identity cards, just a signature card.

Hon. Mrs. Scrivener: Yes.

Mr. Drea: When your ministry was in charge of it, after we signed them they used to plasticize them so they wouldn't become torn and frayed. Now that Mr. Fleming is in charge, he maintains cards were never plasticized. This has indeed been a bit of a hardship on the members. I wonder if the ministry would like to have some of those cards plasticized? Perhaps the caucuses could arrange to pay—

Hon. Mrs. Scrivener: We would be glad to oblige, I am sure.

An hon. member: Mine is plasticized.

Mr. Drea: You got it yourself then.

An hon. member: No, from the Speaker's office.

Mr. Drea: Not the new one.

Hon. Mrs. Scrivener: I have one from 1971—

Mr. Drea: Not the new one.

Hon. Mrs. Scrivener: —and certainly it was plasticized.

Mr. Drea: Well, he refused to do mine.

Hon. Mrs. Scrivener: It's a very simple, inexpensive process.

Mr. Drea: No, the new one is not. Mr. Fleming categorically and absolutely refused on the grounds that there has never been such a practice.

Hon. Mrs. Scrivener: Now you mention it, I have my new card here, and it is not plasticized.

Mr. Drea: That's right.

Hon. Mrs. Scrivener: I will have to get it done. But the fact is, we used to do this always.

Mr. Drea: I wonder if you would do it again, as a little courtesy. Because they get dog-eared and frayed and so on, and so forth.

Hon. Mrs. Scrivener: Why, certainly. I will go on record and say that any member who wishes to have his identification card plasticized has only to hand in his card to Mr. Gordon Laws on the main floor of this building and we will see that it is done.

Mr. Drea: Yes, and you can bill Mr. Fleming for it.

Mr. Davison: You got something done, Frank.

Mr. Drea: With Mr. Fleming, I get a lot of things done.

Coming back to this particular vote, Madam Minister, I presume, with the exception of the Ministry of Transportation and Communications, which as I understand it, still maintains its own realty staff, the ministry acts for all the other ministries and branches of government as the acquisition agent.

Hon. Mrs. Scrivener: To the greatest extent, yes.

Mr. Drea: What about as a disposal agent? For example, when the full amount of land that was acquired is no longer required, or the particular reason for which it was acquired is no longer viable—in terms of a disposal agent, do you act in reverse as well?

Hon. Mrs. Scrivener: Yes, we do.

Mr. Drea: How do you do that? I can understand how you would acquire land but, for instance, if it comes to the ultimate as to whether it is needed or not, there are all kinds of proceedings—through expropriation, hearing of necessity, and so forth—but what do we do when we want to dispose of land?

Hon. Mrs. Scrivener: At some point in time a ministry identifies the fact that it has a

particular piece of property, either land or buildings or whatever, which has become surplus to its needs. It then informs us officially that this property is surplus. Once we are informed, we have a procedure we follow.

First of all, we circularize all other ministries informing them that this facility, whatever it is, is now declared surplus and we ask them if they have a requirement. It could be that there might be a perfectly usable building that another ministry might find quite useful.

If that fails, and no ministry has a need for whatever the facility is, then we turn outside of government and inform a local municipality or whatever that we have available this particular piece of land, or storehouse, or garage, shed, building or whatever it is. We ask them if they have a requirement. Sometimes, if the local municipality says they do not and we think the federal government might be interested, we would circularize them. When all appropriate public agencies have indicated to us that they do not have an interest in acquiring the particular facility, then we advertise it for sale by public tender.

Mr. Drea: Tell me, how does a particular piece of property, or a particular building, get to be declared surplus? Is it by the individual ministry?

[10:00]

Hon. Mrs. Scrivener: Sometimes a use is phased out, or sometimes a population changes, or a building or whatever property becomes obsolete, or a cloverleaf is designed and then changed. I don't know. There are many reasons why something is declared surplus.

Mr. Drea: But there is a procedure for declaring it.

Hon. Mrs. Scrivener: Yes, indeed.

Mr. Drea: When we buy a piece of land from somebody, if another government agency of any description doesn't want it, do we ever go looking for the original owner to see whether he might be interested?

Hon. Mrs. Scrivener: I think only if we have expropriated, and I have known of an instance. Then we go to some pains to see if the former owner has an interest.

Mr. Drea: They do keep a record?

Hon. Mrs. Scrivener: Oh, yes.

Mr. Drea: With the land that you acquire, and I presume a fair amount of it must be vacant land or at least doesn't have housing on it—if it is farm land, what do they do with it? Do they keep it in production or do they just leave it lie or do they have leasing arrangements? I am not talking about something as complex as North Pickering where there is an entire programme. I am talking about relatively isolated or scattered pieces of land.

Hon. Mrs. Scrivener: Wherever it is feasible, we maintain that land in production, most definitely.

Mr. Drea: How do you do that? Through leasing?

Hon. Mrs. Scrivener: Through leasing, and again we advertise. In that particular instance, we consult the Ministry of Agriculture and Food and ask them for advice and assistance sometimes in selecting tenant farmers.

Mr. Ruston: On this very matter, I would like the member for Scarborough Centre to know that this ministry has taken over some Ontario Housing land and is renting it out for farm purposes, so it is being used. I know of a number of areas in my own county.

Hon. Mrs. Scrivener: Yes.

Mr. Ruston: The land is in the city of Windsor. Ontario Housing owns it and Government Services has rented it out to farmers in the area.

Mrs. Campbell: In the city of Windsor?

Mr. Riddell: I just had a case in point where a number of the farmers were—

Mr. Chairman: Order, please.

Mr. Riddell: I am just trying to clarify this.

Mr. Drea: It is all right; he is a farmer. He knows all about it.

Mr. Ruston: We are trying to enlighten the member for Scarborough Centre.

Mr. Riddell: I was just talking about a case in point where a number of farmers in my area were somewhat disturbed that land owned by the government which was not going to be used immediately was not tendered out.

Apparently they follow a programme known as the farm lease programme, which is set up by the Ministry of Agriculture and Food, whereby they give the owner of that land the first opportunity to rent that land. If he is not interested, then they give the next opportunity

to the user of the land, in other words, someone who has maybe worked in co-operation or partnership with the owner. If he is not interested, then they give the opportunity to the abutting owner or tenant. If he is not interested, then they put it out to public tender. That is the way it was explained to me.

Hon. Mrs. Scrivener: Many times land that we have for farming is leased to abutting farmers or people who live close by and it makes a very economic unit for them to operate.

Mr. Drea: I am very glad the Liberal Party is so much in agreement that we are keeping land in production, as well as edifying me. You should always be careful when you are going to edify me.

Mr. Ruston: We just wanted to keep you informed so that you know what is going on. Farming is a very important area.

Mr. Drea: Oh, I know it is. It is the first time the government has been praised by you in years.

Mr. McCague: I think you will find the situation has occurred where a piece of a property becomes surplus but road access can't be gained to it, though it may be right along the road. Yet you go through all this rigmarole of asking the ministries whether they want it or not. If I as a citizen can't get into it, how can the ministry get into it?

Hon. Mrs. Scrivener: I don't know. You've got me.

Mr. Thatcher: If it is a severance, Mr. McCague, there is only one thing to do with it and that is to give it to the abutting owner. Usually he gets it at a very nominal sum. We try to negotiate something fair with him. But if he is the only one who can use it, he gets it for a pretty good price.

Mr. McCague: I think there is a situation that exists where MNR want to reforest, but nobody else could get access so how can they? I guess they can do it by helicopter, but that's not very practical.

Mr. Thatcher: I wouldn't think so.

Mr. McCague: Maybe it should be watched, before you go through the whole—whatever you call that long thing that it takes to get a job done.

Hon. Mrs. Scrivener: Yes, we will take a good look at it.

Mr. Chairman: Mr. Newman.

Mr. B. Newman: There must be properties within the vicinity of Queen's Park here going as far as Yonge St. that you people own and are leasing out, are there not?

Hon. Mrs. Scrivener: Yes.

Mr. B. Newman: So that it would not only refer to farm land, it would refer to any properties that you people have. I wanted to ask of the minister; in which of the votes are we going to find the hospitality fund that we can discuss it?

Hon. Mrs. Scrivener: That's away along on vote 804, item 13. That's quite a piece off.

Mr. B. Newman: Okay, that's all I wanted to know.

Mr. Chairman: Shall item 4 carry? Carried.
Item 5. **Mr. Davison.**

Mr. Davison: I would like to know if all the employees to whom we pay salaries and wages in this section are responsible directly to and only to, ministers without portfolio?

Hon. Mrs. Scrivener: I believe so.

Mr. Davison: Believe?

Hon. Mrs. Scrivener: Mr. Henderson reports to me that he has three permanent girls, and two more who come on part-time on a temporary basis as occasioned and as the volume of work requires. I believe that Mr. Brunelle has a total staff of four.

Mr. Davison: He has four?

Hon. Mrs. Scrivener: And Mr. Henderson, three.

Mr. Davison: Okay, fine. I am sure there is a reason, but once again I am at a loss to understand why we have budgeted, for three members, without three ministers without portfolio.

Mr. Thatcher: There are two.

Hon. Mrs. Scrivener: No, two members.

Mr. Davison: Well, isn't their remuneration \$7,500 a year?

Mr. Drea: Plus expenses.

Mr. Davison: Is that correct?

Mr. Ruston: I'm sure it's \$7,500 a year each; that would come to three members.

Mr. Davison: So the point I am making is, why is it that we are budgeting for three people if we only have two? I don't mean

to inconvenience you by asking questions that are difficult to answer, but I am curious.

Mr. Grande: Come on, keep on doing it.

Mr. Drea: Don't they get an additional tax-free allowance?

Mr. Davison: Do the two ministers just divide the remuneration of the third?

Hon. Mrs. Scrivener: It is up to the Executive Council Act and none of us has a copy in order to read you the Act. I have to say I am not certain; I assume that that was for salary. If you say that it is more than it should be, then I don't know, I would have to look that up for you, and reply.

Mr. Davison: But we definitely do have only two.

Hon. Mrs. Scrivener: Yes.

Mr. Silver: We only have two; I would have to check a little bit, there was another one budgeted for 1976-77. I will have to find that out for you.

Mr. Davison: It's fairly crucial as to whether or not we can discuss the rest of the expenditures under that section, whether there are two or three.

Hon. Mrs. Scrivener: No, not really. You do not vote the statutory items.

Mr. Davison: No, I realize that we don't vote it, but I don't understand why we are talking about three. I am sure they are at \$7,500.

Hon. Mrs. Scrivener: Yes, well, it is entirely possible that a third minister without portfolio has simply been budgeted for as a—

Mr. Davison: But that's the point I want to make.

Hon. Mrs. Scrivener: But I don't know this.

Mr. Davison: This \$226,000—is that a budget for three or is that a budget for two?

Hon. Mrs. Scrivener: I'm sorry Mr. Silver, could you help?

Mr. Silver: I have to check whether they have put in another figure of \$7,500 for another minister without portfolio, but it would certainly account for all the ministers without portfolio that have been included in here. I understand the point you're getting at.

Mr. Davison: You were spending \$226,000 that were voted, right?

Mr. Silver: Yes.

Mr. Davison: Now, what I want to know is, are we voting for three or are we voting for two? I don't think we can intelligently discuss the issue unless we know. I think we'd have to defer discussion on this.

Mr. Drea: I would think it would be spent for two because it is \$224,000 for two and \$226,000 in total. So, it is obvious we are devoted to two there.

Hon. Mrs. Scrivener: I think you are right, Mr. Davison. You see, in 1974-1975 we had an item for \$22,500. That was for three ministers, although not for the total fiscal year. I think that we have simply made a provision for a third minister without portfolio.

Mr. Davison: So, this is a padded budget? Assuming that—

Hon. Mrs. Scrivener: This particular item would be, yes, I would think so.

Mr. Davison: So, we should be able to assume that all costs will be two-thirds of what it shows?

Hon. Mrs. Scrivener: I would think so, and that makes sense.

Mr. Davison: What are we going to do with the rest of the money? Why are we voting it if you are not going to spend it?

Hon. Mrs. Scrivener: I think it is simply a provision, that is all.

Mr. Ruston: I suppose you are talking about \$143,000 for staff salaries and wages. If you know you now have three full-time for one minister and four full-time, that's seven, plus two part-time for Mr. Henderson; if that is straight salaries and wages, four and three is seven full-time, which is approximately \$84,000 in secretaries, which is roughly around \$12,000 if you average it out. Is that a round figure?

Mr. Grande: You don't have to explain every detail, do you?

Mr. Ruston: I am trying to figure this out. So we can't rationalize this right now either.

Mr. Thatcher: Could I add a comment to it, Mr. Chairman? The figure of \$22,500 is really provision for a third minister, if in fact there is a need for that, but it is not a voted item.

Mr. Cassidy: There are only three that you have to choose from.

Mr. Thatcher: You are not being asked to repeat it.

Mr. Davison: I understand that, so we only have two, yet we have got a legal provision for three.

Mr. Thatcher: Excuse me. You are not being asked to vote any funds for a third one. The purpose of putting this into the estimates is that this carries through to the budgetary expenditure total which the Treasurer (Mr. McKeough) has provided and if, in fact there is a need to appoint a third there will be a provision into the Treasurer's—

Mr. Davison: That's overall.

Mr. Thatcher: —budgetary requirements, although that is not a votable item in these estimates.

Mr. Davison: Okay, then I think I understand you. What you are saying is that the \$226,000 is for only two, for Mr. Henderson and Mr. Brunelle.

Mr. Thatcher: That's right.

Mr. Davison: Okay, could you explain to me, if we have three full-time for Mr. Henderson and four full-time for Mr. Brunelle, that's seven, so we are talking roughly \$20,000 a head here? Is that what they are making?

Mr. Ruston: They have two part-time too. They might be real, almost.

Mr. Davison: Advisory positions.

Mr. Ruston: So, it is kind of loaded there a little.

Mr. Thatcher: There are also unclassified people as well.

Mr. Davison: I hope you can understand my concern. My riding secretary, or constituency person, is making \$9,000 a year, and I think that is a little bit unfair in comparison to the amount of money you are talking about here. I just want to know what the figures are. We don't have an expert on Ministers without Portfolios? No? I don't know how we missed.

Mr. Chairman: Order, please. Madam Minister, do you have a breakdown of the \$226,000, other than the one on page G47?

Hon. Mrs. Scrivener: I don't think so, Mr. Chairman. I would suggest that we might have to come back on this and give a more detailed response at the next session.

Mr. Silver: We have a breakdown.

Hon. Mr. Scrivener: Oh, we do have a breakdown.

Mr. Davison: I would like to hear it.

Mr. Silver: There is \$143,300 provided for salaries and that includes the contract and temporary people in addition.

Mr. Davison: Oh, that's not included in the three full-time, two part-time and four full-time?

Mr. Silver: It includes the contract in addition to the regular classified employees.

Mr. Davison: Are those two part-time people who work for Mr. Henderson classified?

Mr. Silver: No.
[10:15]

Mr. Davison: They are the contract people you are talking about?

Mr. Silver: Contract people—or if he employed any temporary staff, that would be included as well.

Mr. Davison: Okay. So the \$143,000 is for three full-time people for Mr. Henderson and four full-time people for Mr. Brunelle.

Mr. Silver: I wouldn't say full-time, that could include unclassified as well as classified.

Mr. Davison: Somebody from among the three—it has slipped my mind who—told me just a few minutes ago that Mr. Henderson had three. Who gave me the figures on who was working for the two ministers without portfolio?

Hon. Mr. Scrivener: I did.

Mr. Davison: Yes. How did you describe them?

Hon. Mrs. Scrivener: I didn't describe them. Mr. Henderson has three permanent girls.

Mr. Davison: Three permanent girls.

Hon. Mrs. Scrivener: Two other girls are on a part-time, temporary basis as the volume of work requires.

Mr. Cassidy: You mean three permanent employees in a secretarial capacity?

Mr. Davison: I think that is what she meant. This excerpt right here is on that section.

Hon. Mrs. Scrivener: And I would think he has a driver.

Mr. Davison: Got a driver, okay.

Hon. Mrs. Scrivener: And an executive assistant.

Mr. Davison: Do you list these on top of these permanent girls?

Hon. Mrs. Scrivener: I would think in addition to; I would assume so.

Mr. Davison: Okay. I am still trying to figure out how we are spending this \$143,000. Now we've got three permanent girls for Mr. Henderson—and we've got two part-time girls for Mr. Henderson. These four people who work for Mr. Brunelle, are they also permanent girls?

Hon. Mrs. Scrivener: I think Mr. Brunelle probably has a staff of five, including his driver.

Mr. Davison: Okay, wait a minute. Mr. Brunelle has four permanent girls, is that right?

Hon. Mrs. Scrivener: He has an executive officer 2, an executive assistant.

Mr. Davison: No, I'm sorry. Could you go through it a little more slowly so that I can write it down.

Hon. Mrs. Scrivener: Yes, an executive assistant and two secretaries.

Mr. Davison: Wait; one executive assistant.

Hon. Mrs. Scrivener: Two secretaries.

Mr. Davison: Okay, wait a second; two secretaries.

Hon. Mrs. Scrivener: Yes; a clerk general.

Mr. Davison: Just a second.

Hon. Mrs. Scrivener: She is bilingual.

Mr. Davison: Three. A bilingual clerk general?

Hon. Mrs. Scrivener: Yes; and a driver.

Mr. Davison: Wait a second. One bilingual clerk general, is that it? Who else does he have after the clerk general?

Hon. Mrs. Scrivener: A driver.

Mr. Davison: He has one driver.

Mr. Cunningham: How much are the executive assistants paid in each case, please?

Mr. Chairman: Order, please. I believe Mr. Davison had the floor.

Mr. Davison: I am not finished here yet.

Okay, now can we start over again to make sure I've got everybody?

Hon. Mrs. Scrivener: We only are working from staff transferred to us in the first instance when the ministers without portfolio were transferred to our ministry. There could very well have been changes since that time that we haven't been informed of.

Mr. Davison: What I'm trying to find out is how we are spending this \$143,300. So far am I right in assuming we have Mr. Henderson with three permanent girls and two part-time girls?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: And Mr. Brunelle with one executive assistant, two secretaries, one bilingual clerk general and one driver? Does Mr. Henderson have a driver?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: Let me run through this once again. Mr. Henderson has three permanent girls, two part-time girls, one driver, and Mr. Brunelle has one executive assistant, two secretaries, one bilingual clerk general and one driver.

Hon. Mrs. Scrivener: Does Mr. Henderson have an executive assistant? I'm not certain but I don't think he has an executive assistant.

Mr. Davison: I'm sorry. Mr. Brunelle doesn't or Mr. Henderson?

Hon. Mrs. Scrivener: I don't think Mr. Henderson has an executive assistant.

Mr. Davison: But we're not sure?

Hon. Mrs. Scrivener: Can I give you our—

Mr. Davison: Is this a split decision from the panel, two to one?

Hon. Mrs. Scrivener: There have been staff changes and I'm sorry but we haven't got up-to-date information. However, may I give you the breakdown on the costs?

Mr. Davison: I have them right before me.

Hon. Mrs. Scrivener: For these two the salaries budgeted are \$138,600—I beg your pardon, that's not it. It's \$143,300. Employee benefits \$10,000; transportation and communication \$23,600; services \$29,000; supplies and equipment \$20,300; that's a total of \$226,200.

Mr. Foulds: That's in the book.

Mr. Cassidy: We're glad you came in with the figures.

Mr. Davison: Can I get a breakdown on what all of these make—the three permanent girls; the two part-time girls; the one driver; the executive assistant; the two secretaries; the one bilingual clerk general; and the one driver?

Hon. Mrs. Scrivener: May I get you that, because really and truly we don't have up-to-date information. I didn't ask for any detailed information from the ministers.

Mr. Davison: Mr. Chairman, can we delay the vote on that?

Mr. Chairman: If it's the wish of the committee certainly we can.

Does the committee wish that we hold item 5 until Thursday?

Agreed. I did have a few others on the list.

Mr. Davison: I'm not finished with that.

Mr. Chairman: I realize that but I wondered if, in the next five minutes, there were any questions other than on those items referring to ministers without portfolio?

Mr. Davison: I have another one.

Mr. Chairman: All right, you may proceed.

Mr. Davison: We went through the employee benefits a while ago and with the exception of the main office, where we've got the Workmen's Compensation grouped for the entire 3,000 people to sort of boost it up to 40 per cent, the figures were, let me refresh your memory: Personnel services, employee benefits expressed as a percentage of salaries and wages 11.8 per cent; financial services 13.6 per cent; administrative services 9.6 per cent; ministers without portfolio 6.9 per cent.

Could I have some sort of an explanation of why the employee benefits for the people working for Mr. Henderson and Mr. Brunelle are so low compared to the employee benefits for people working in the ministry's administration programme in general?

Hon. Mrs. Scrivener: Because they have a higher proportion of contracts done. It's unlikely, for instance, that Mr. Henderson would have very many of the complement working for him. Mr. Brunelle would, because he has been a member of cabinet for a longer period and may very well have brought staff with him. I don't know.

Mr. Davison: Do we know what status have the three permanent girls, the two part-time girls, the drivers, the general clerks or whatever?

Hon. Mrs. Scrivener: I think in the main they are contract.

Mr. Davison: Which are classified and which are not?

Mr. Silver: I have details of the staff transferred to us. For Mr. Henderson the larger proportion of his staff was contract staff, so that would account for the employee benefits for this particular vote.

Mr. Davison: Okay. The larger portion isn't really—

Mr. Silver: Three out of four were contract.

Mr. Davison: According to my figures he's got six people.

Mr. Silver: I'm referring to the staff that were transferred. We were going to get the more up-to-date information for you. You were asking why the employee benefits for that particular vote had a lower proportion and I was saying it seems from the information I've got before me that the large proportion of the staff were unclassified and therefore the proportion—

Mr. Davison: So a proper discussion of the employee benefits would have to wait?

Mr. Silver: I think the relative proportion of the unclassified to classified would still be about the same, because of the fact that the complement hasn't changed for that particular vote. So there would still be a larger proportion of unclassified staff.

Mr. Davison: That doesn't quite help me. I don't understand. I've got some job titles

here that you've given me. I assume an executive assistant would be classified.

Mr. Silver: One was and one was not.

Mr. Davison: We only have one executive assistant.

Mr. Silver: There was one called an executive officer and I presume that is an executive assistant.

Mr. Davison: Who does that person work for?

Mr. Silver: That was for the Minister without Portfolio, the Hon. R. Brunelle.

Mr. Davison: So he doesn't have an executive assistant, he has an executive officer?

Mr. Silver: Executive officer. That's a classification but he would be, in fact, an executive assistant.

Mr. Davison: So he's classified?

Mr. Silver: Yes.

Mr. Davison: Okay. The two secretaries who work for Mr. Brunelle, would they be classified?

Mr. Silver: I believe so, but I've got information which is written out. I should get it as of today for you.

Mr. Davison: Okay, we'll discuss the employee benefits, then, when we get the exact information.

Mr. Chairman: It is now 10:28 of the clock. If the committee is agreeable, we'll call it 10:30 of the clock and adjourn. I would advise the committee that we will meet again on Thursday after the question period. The committee is now adjourned.

The committee adjourned at 10:28 p.m.

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 Cassidy, M. (Ottawa Centre NDP)
 Cunningham, E. (Wentworth North L)
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 Scrivener, Hon. M.; Minister of Government Services (St. David PC)
 Shore, M. (London North L)

Ministry of Government Services officials taking part:

Cooke, B. V., Director, Personnel Branch
 Silver, J., Executive Director, Administration Division
 Taylor, Mrs. A., Women's Adviser
 Thatcher, J. C., Deputy Minister



Ontario. Legislative Assembly

Legislature of Ontario Debates

SUPPLY COMMITTEE—1

**ESTIMATES, MINISTRY OF
GOVERNMENT SERVICES**

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Thursday, May 6, 1976

Afternoon Session

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

THURSDAY, MAY 6, 1976

The committee met at 3:12 p.m. in committee room No. 1.

ESTIMATES, MINISTRY OF GOVERNMENT SERVICES (continued)

On vote 801:

Mr. Chairman: Mr. Davison, I believe you had some further questions.

Mr. Davison: Yes, I have some further questions, but I think perhaps if we could get clarification from the ministry on these items then we could perhaps best discuss it.

Hon. Mrs. Scrivener: Mr. Chairman, I have answers to questions which were raised during the last session.

The first, to go back, was on vote 801 item 1, main office. This is in an answer to a question raised by Mr. Davison re employee benefits. Do you recall, Mr. Davison?

Mr. Davison: That was with Workmen's Compensation?

Hon. Mrs. Scrivener: That's right. In this vote, the employee benefits consist of the MGS Workmen's Compensation payments of \$136,400, and employee benefits for main office employees of \$41,500; for a total of \$177,900.

The next item was vote 801, on general policy. The question raised by Mr. Shore concerned the proportion of items tendered by all ministries with respect to services or supplies provided by MGS on a competitive basis. Mr. Thatcher, I'll ask you to answer that one.

Mr. Thatcher: Under management and information services; the management consulting services division secured 55 per cent of the consulting contracts with our various ministries, the systems development services division secured 12½ per cent, and the computer services division won 75 per cent of the work that wasn't tendered. I might explain that the low figure for the systems

development services division resulted from many contracts having been awarded in the previous year and carrying through for more than one year. This meant that most of the staff of the division were already employed in previously awarded contracts during the 1975-1976 fiscal year.

I would point out that all of these services are on a chargeback basis to the various client ministries and I'll be able to provide any further details when we come to vote 805.

[3:15]

Under marketed services, we provide a purchasing service by which ministries are enabled to make savings through a co-operative purchasing programme. Although the staff of the ministry are not in competition with the private sector, they do enable ministries to achieve savings as compared to direct purchases by the various ministries dealing in smaller quantities. For example, in the area of furniture and furnishings for 1975-1976 fiscal year, we estimate savings of 35 per cent; in the area of clothing materials and general commodities we estimate a cost saving of 10 per cent; in the purchasing of office products we estimate a saving of 24.4 per cent. I'll be pleased to provide the committee with more details on this area of our responsibilities when we come to vote 804, items 1, 2 and 3.

In the accommodations programme, when we design new buildings, 70 to 80 per cent of the architectural design work is awarded to outside firms. The remaining 20 per cent to 30 per cent is done by our in-house design services branch. These projects are not awarded on the basis of tenders but rather on the basis of having the work done by whoever can do it best.

For some years we have been keeping a record of the costs of providing services through our design services branch, calculated in a similar manner to the standard architect's fees. This provides us with a target for control purposes and ensures that we are not charging more for equivalent work than an outside firm of architects would.

Hon. Mrs. Scrivener: Thank you, Mr. Thatcher. In relation to a question raised by Mr. Cunningham concerning the list of employees earning in excess of \$20,000 in the auditor's reports, the following persons listed on page 21 of 1974-1975 public accounts as having earned in excess of \$20,000 per annum are no longer with the ministry; Mr. G. W. Batcules, R. D. Bates, P. W. Boivin, R. C. Brown, D. S. Campbell, B. G. Cook, D. G. Creba, K. C. Dowsett, E. R. Dunlop, M. S. Fitzpatrick, M. Cain, H. A. Gibbs, N. R. Hayes, R. J. Keffer, R. I. Reiman, F. K. Sexton, J. C. St. Denis, G. R. Van Toen, D. Walker, D. G. Wells.

So of the 127 persons listed on that page, 20 persons have since left the ministry; and for the sake of Hansard I brought a list so the names could be spelled correctly.

Mr. Cunningham: Madam Minister, just as a point of clarification; if my memory serves me correctly. I think the thrust of my question was are we shifting these people back into various areas of the government? I'm just wondering if at some time you might favour us with some direction as to whether or not the people are still within the government?

Hon. Mrs. Scrivener: No, some of those men have retired and others have sought jobs elsewhere. Sometimes within government, sometimes without government.

Mr. Cunningham: The point I was trying to make is, are we shifting people from ministry to ministry or government agency to agency; or are we in fact making an effort to cut down on our civil service?

Hon. Mrs. Scrivener: Our reductions in staff numbers are true reductions in our ministry. At the end of this fiscal year we will have reduced our staff by 122.

The next question was raised by Mr. Davison on the amount spent on computer time; this was vote 801, item 3. Mr. Silver, would you like to give him that amount?

Mr. Silver: In answer to your question, the amount spent on computer time, on electronic data processing production costs in 1975-1976, was \$49,240; and we estimate in 1976-1977 it will be \$65,150.

Hon. Mrs. Scrivener: Thank you. The final question was one raised by Mr. Davison concerning ministers without portfolio.

Mr. Davison: Before we get into ministers without portfolio, can we go back to item 1, the main office?

Mr. Chairman: If you could do it quickly. We have really passed that. I realize these answers were brought in, but we really have passed item 1; so if you could do it quickly.

Mr. Davison: Are we using this method of accounting for anything other than Workmen's Compensation, for example Canada Pension Plan contributions?

Hon. Mrs. Scrivener: Not that I know of.

Mr. Silver: No, they are charged to each programme.

Mr. Davison: Could you give me an explanation. I realize it saves money to do it all together; so why isn't Canada Pension, for example, done that way?

Mr. Silver: It is very easy to calculate the amount of Canada Pension Plan for each individual. It is not that easy to do that with respect to Workmen's Compensation because some of the payments are with respect to employees who are no longer on staff but they are still receiving compensation, so we fund it centrally in the one spot and have done so for some years.

Mr. Davison: And you administer it as such?

Mr. Silver: Yes.

Mr. Davison: When the ministry was set up, is that the way it was originally set up, or did you make a shift?

Mr. Silver: No, I don't think we have shifted it, I think we have always carried it in the main office load.

Mr. Davison: Okay.

Hon. Mrs. Scrivener: Now for ministers without portfolio, as you guessed the 1976-1977 estimates provide a budget for the salaries of three ministers without portfolio. Two of these positions are currently filled, one is vacant.

Mr. Davison: That is at \$7,500 apiece in the statutory requirement.

Hon. Mrs. Scrivener: Yes. No staff salaries or employee benefits have been provided in the estimates for the vacant positions. A total of \$7,000 has been provided for T and C services and supplies. With respect to the Hon. Rene Brunelle, \$61,800 has been budgeted for four classified staff and \$13,500 for one contract staff, for a total of \$75,300. The four budgeted classified staff positions are filled, at annual salaries amounting to

\$61,300. The unclassified position is also filled at an annual salary of \$11,400. In addition, the minister currently has the services of a part-time clerk-steno. There is \$2,600 left in the budget for expenditure of this type, so that is that maximum amount he would be able to pay out for that temporary position.

The Hon. Lorne Henderson has budgeted for —

Mr. Bullbrook: Madam Minister, what is that total for the Hon. Rene Brunelle, please?

Mr. Davison: That is \$7,500.

Hon. Mrs. Scrivener: It is \$68,000.

Mr. Davison: Can we come back to that so we can —

Hon. Mrs. Scrivener: I am sorry, \$75,300 in total.

Mr. Bullbrook: Sorry for the interruption.

Mr. Davison: Could we start on Mr. Henderson again?

Mr. Ruston: Isn't there a plus on that? Did you not have something for part-time that you could go up to?

Hon. Mrs. Scrivener: There is a provision of \$2,600.

Mr. Ruston: No, but that is included in the \$75,300?

Hon. Mrs. Scrivener: Yes.

Mr. Ruston: Yes, thank you.

Hon. Mrs. Scrivener: So the total budget for Mr. Brunelle is \$75,300 for his civil service complement and his unclassified staff.

For the Hon. Lorne Henderson, the budget is for one classified staff at \$24,000 and three unclassified staff totalling \$44,000; for a total of \$68,000 in all.

The classified position incumbent is currently earning \$13,700 and the three unclassified incumbents are earning a total of \$35,200.

The minister currently also has the service of a part-time secretary. The ministry is at present spending less than the amount budgeted for staff salaries. I thought he still had an executive assistant, but that position is vacant.

Mr. Davison: Can we go through these so I can compare them to the positions I got last night?

Hon. Mrs. Scrivener: Well I think you should start with a clean sheet.

Mr. Davison: That is what I will do then.

Hon. Mrs. Scrivener: This is the up to date. They both have had staff changes.

Mr. Davison: Okay; now Mr. Henderson has one classified—

Mr. Bullbrook: May I, on a point of order; I realize I am interrupting your train of thought and I regret doing so. I find this vitally important to me and I am wondering if you could provide us with a copy of that information so we can digest it?

Hon. Mrs. Scrivener: Sure.

Mr. Bullbrook: Maybe Mr. Davison would like to have a copy too.

Hon. Mrs. Scrivener: Have you a Xerox? It will take us a few minutes to get it Xeroxed.

Mr. Bullbrook: Sorry, Mr. Davison.

Mr. Davison: That's all right. We have now Mr. Henderson with one classified and three unclassified?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: And you said something about provision for a part-time person.

Hon. Mrs. Scrivener: Yes.

Mr. Davison: What was that? How much money?

Hon. Mrs. Scrivener: I don't have a provision for her. He has some funds which are not allocated simply because he has a vacant position.

Mr. Silver: She is being paid on an hourly basis.

Hon. Mrs. Scrivener: Oh, she is being paid on an hourly rate.

Mr. Davison: Is she one of the three unclassified?

Hon. Mrs. Scrivener: No.

Mr. Davison: She's a fifth.

Mr. Silver: She's a part-time secretary. She is being paid on an hourly basis.

Mr. Davison: What I am trying to see is whether there is a budgetary provision for that person.

Hon. Mrs. Scrivener: No, no.

Mr. Silver: No specific budgetary position.

Mr. Davison: It would just come out of whatever's left of the \$68,000?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: Okay. Now, his classified person is, I take it, an executive assistant?

Hon. Mrs. Scrivener: No, that position is vacant. The classified person is his driver.

Mr. Davison: Oh, and the driver is earning \$13,700?

Hon. Mrs. Scrivener: That's right.

Mr. Davison: Is the difference between \$13,700 and \$24,000 money that would be paid to another classified person who would be the executive assistant?

Hon. Mrs. Scrivener: I believe at this point he is looking for an executive assistant but this position has not been filled at all.

Mr. Davison: No, I think we are at cross purposes. Is the money in the budget for that classified person?

Hon. Mrs. Scrivener: I would think so because there are funds available for his part-time worker and for an executive assistant of \$19,100.

Mr. Davison: Okay, so he has got \$24,000 for the classified driver budgeted?

Hon. Mrs. Scrivener: I am sorry?

Mr. Davison: The two figures I have are \$24,000 for one classified person, and three unclassified persons, \$44,000. Is that incorrect?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: That's correct. Now, in addition to the \$24,000 and the \$44,000, there is a further \$19,000?

Mr. Silver: No, no. The \$19,000 is what is left after taking into account the salaries of the people who are presently on staff. The situation is that there's a budgeted amount of \$24,000 for the classified position but at this moment in time that is being occupied. The incumbent is a driver attendant who is only receiving \$13,700.

Mr. Davison: Okay, so the extra from that \$11,300, is it—

Mr. Silver: It is not being used at the moment.

Mr. Davison: —the remainder of the \$44,000 which would be \$8,800?

Mr. Silver: That's not being used at the moment except for paying the part-time secretary.

Mr. Davison: And if Mr. Henderson should hire an executive assistant, it would also be used to pay for his executive assistant?

Mr. Silver: That's correct but he presently has the classified position occupied. It is filled, so that he does not have complement for two classified positions at the moment.

Mr. Davison: So if he would hire an executive assistant, what would happen to the driver?

Hon. Mrs. Scrivener: It is his decision.

Mr. Davison: He can only have one classified—

Hon. Mrs. Scrivener: He will have to find his own solution.

Mr. Davison: Okay, I think I am beginning to understand Mr. Henderson's complement here. Now, can we go to Mr. Brunelle?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: I thought he had five people. How many does he actually have?

Mr. Silver: Five and a part-time clerk-steno.

Mr. Davison: Okay, so let's group those. How many classified does he have?

Hon. Mrs. Scrivener: Four.

Mr. Davison: Four classified, and what are their positions?

Hon. Mrs. Scrivener: His executive assistant.

Mr. Davison: Okay.

Hon. Mrs. Scrivener: A senior secretary, a secretary, and his driver-attendant.

Mr. Davison: Driver-attendant?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: And what's their total, what are they allowed under the budget?

Hon. Mrs. Scrivener: Sixty-one thousand, eight hundred dollars.

Mr. Davison: And how much are they currently getting? The same figure?

Hon. Mrs. Scrivener: Their total right now is \$61,300.

Mr. Davison: The difference of \$500 there, does that provide for raises?

Hon. Mrs. Scrivener: I guess so. It may well mean that someone is due for an increase under the complement system. Someone may be just about to pass into the next step up.

Mr. Davison: And he has one unclassified?

Hon. Mrs. Scrivener: These salaries appear to me to be scale, and he has one unclassified and she is a clerk general bilingual.

Mr. Davison: And what is she budgeted?

Hon. Mrs. Scrivener: Thirteen thousand, five hundred dollars.

Mr. Davison: And what does she earn?

Hon. Mrs. Scrivener: Eleven thousand, four hundred dollars.

Mr. Davison: That's a fairly large difference.
[3:30]

Hon. Mrs. Scrivener: No, because that extra provision is \$2,600 for his part-time worker.

Mr. Davison: He has one part-time worker?

Hon. Mrs. Scrivener: Yes. She's also on an hourly rate.

Mr. Davison: The three unclassified people that Mr. Henderson has, what are they? Are they secretaries?

Hon. Mrs. Scrivener: One is a senior secretary; one is an administrative assistant; one is a secretary. The part-time worker does the steno work.

Mr. Davison: I find it very difficult to relate Mr. Henderson's duties to his staff. He seems to have a wealth of staff. That was a statement from Mr. Henderson you gave us Tuesday night of his job description, that he has regular cabinet responsibilities and he takes on special assignments?

Hon. Mrs. Scrivener: If you want to compare, he has less staff than Mr. Brunelle.

Mr. Davison: Mr. Brunelle, I see, has some specific responsibility. He's the Chairman of Cabinet and he's responsible for appeals to cabinet on the OMB and other such things, and he's the co-ordinator of native affairs and such. I can understand that Mr. Brunelle

does have some responsibility but I'm not exactly sure what Mr. Henderson's doing with so much staff. It's very strange.

Mr. Ruston: I wonder if I could ask a question. With regard to this, where were the ministers without portfolio? Have they always been in the Ministry of Government Services?

Hon. Mrs. Scrivener: No, they were transferred to us for administrative purposes in December or November, somewhere in there.

Mr. Ruston: It seems to me that these ministers without portfolio should really be in the cabinet estimates. I don't think they should be in this ministry whatsoever.

Hon. Mrs. Scrivener: We're the Ministry of Government Services—

Mr. Ruston: You're the minister of catch-all and you're catching all.

Hon. Mrs. Scrivener: My function and my relationship are purely administrative.

Mr. Ruston: I realize that, but I really think, in my humble opinion, that these people are a part of government. I think we should have the opportunity to go through their estimates with the people responsible. In other words, it would be when the cabinet estimates come before the Legislature that we would have the opportunity to go into them. I think we'd have a little better opportunity and it would be a little more thorough. This, to me, is really not exactly the way I think it should be run in a business way, throwing it into Government Services. It's actually an operation of cabinet. That's my personal opinion.

Mr. Bullbrook: My colleague is charitable; he always is. That's one of his great faults, his overly charitable nature. You see, you're asking us, if I may, through the chairman to the hon. minister, to vote \$226,200 plus an additional \$22,500. There's one fellow there we can't question because he's only in the mind of William Grenville Davis. Nobody knows him. That is another minister without portfolio who is not yet appointed. But I really find it difficult, Mr. Chairman, to come to grips with our responsibilities if we don't have the minister here. And it's not the instant minister's fault at all.

I once asked the Premier of Ontario (Mr. Davis) what my great friend does and he said, "He's of great assistance to me." I accept that generic job description but I feel a responsibility to the taxpayers of Ontario that is a little more direct than that. I'd surely love

to have the hon. Lorne Henderson here so that we could find out why he requires \$24,000 for a possible executive assistant, now a chauffeur, while at the same time he apparently has, according to the information listed by Mr. Davis, an administrative assistant, two secretaries and a part-time secretary. I want to know what he does.

Hon. Mrs. Scrivener: I'm sorry. His chauffeur earns a salary of \$13,700; that is scale.

Mr. Bullbrook: Maybe I didn't understand, but did you not say that there was an appropriation of \$24,000—

Mr. Davison: For classified staff.

Mr. Bullbrook: —for classified? In other words, he could do away with his chauffeur if he decided to drive to Petrolia by himself and have an executive assistant at \$24,000. So that's really what you're saying to us, in effect: Members of the Legislature, vote Lorne that amount of money; vote the hon. minister that amount of money; give him the discretion to spend it as he sees fit. He already has an administrative assistant.

As I understand the function of an administrative assistant, they are to assist with respect to the administration of the portfolio of responsibility. I want to say to you frankly, Madam Minister, that you require one and every other minister of the government requires one. You or she or they couldn't individually or collectively undertake your responsibility.

I think you have some degree of sympathy with our position. How can we vote these moneys? How can we appropriate these funds without knowing what he does? I see a real basic distinction in the function of the one Minister without Portfolio, the hon. Rene Brunelle. I tell you, it is hard to be less than subjective in making these comments. We know that man. We know the undertaking. Being Chairman of Cabinet is, I would think, more than just a question of nomenclature and I think it is not just a cosmetic or apparitional thing.

I think he has a function. He has additional functions which my colleague, Mr. Davison, mentioned. It has become a game and I tell you the game should stop right now. It is easy enough for the Premier to look at me and, in effect, laughingly say, "Jimmy, I need his help." I have no doubt he needs his help; that man is a pillar of strength for the Premier of Ontario in a political sense.

I am not voting these funds in a political sense because if the Premier of Ontario wants my colleague, Lorne Henderson, to assist in the re-involution of the Conservative Party in rural Ontario that should be paid for out of the Progressive Conservative Party fund money. It shouldn't be paid by the taxpayers of Ontario.

I want to say this to you, if I may: I feel very resistant to spending one cent without at least having the opportunity of finding out what these people are hired for. I know one lady—I know the people who work for him and they are magnificently dedicated to his best interests and, I think, the best interests of the people of Ontario through him. They were also his assistants and his secretaries when he was a private member. That leads one to the conclusion that perhaps they are continuing to do the duties which were performed previously for him as a private member. If that is the situation, one wonders about the propriety of appropriating those funds through the normal estimates scheme.

Is there some way to close out my query because I want to deal individually? I don't know whether Mr. Davison is content with the generalities; I am not. I want to find out what he does. I want to find out what his administrative assistant does. It seems to me that the Minister without Portfolio—somebody was facetious and handed me a blank sheet of paper. Do you know what they told me it was? It was Lorne's job description. I tell you, frankly, that is all I know about it. I don't know one thing that he does.

Mr. Davison: His job description is one sentence long. Would you like me to read it?

Mr. Bullbrook: Yes, surely.

Mr. Davison: Mr. Henderson says that in addition to his regular cabinet responsibilities, he undertakes special assignments under the instruction of the Premier and conducts special assignments for members of cabinet. He's their 007, I guess.

Mr. Bullbrook: I know what Lorne does; we all know what Lorne does. What Lorne does is—Lorne is a pastmaster—any function undertaken which has any rural orientation, Lorne is there because he knows these people on a first-name basis. It is wonderful that he goes so but that really isn't a cabinet function at all.

The job description begins by saying "Aside from his normal cabinet duties"—I would like to know what those cabinet duties are. Basically, as I understand cabinet to be run, you have a responsibility to come in

and report, I believe through Chairman of Cabinet, to your cabinet colleagues as to your responsibilities. His portfolio is such that he doesn't normally have the type of legislative responsibility that some of his colleagues do. For example, your colleagues the hon. Minister of Health and the hon. Minister of Education are constantly, I am sure, reporting to you with respect to legislation. I want to know what Lorne does, I really do, if we are going to spend this money.

Hon. Mrs. Scrivener: I'm sorry. The fact is that although I personally am aware of particular activities and functions which I have seen both the ministers without portfolio carry out—

Mr. Singer: There are only two?

Hon. Mrs. Scrivener: There are two. I have no responsibility for direction on that item within my ministry.

Mr. Bullbrook: Can you help—

Hon. Mrs. Scrivener: I cannot report to you except on an administrative level.

Mr. Bullbrook: Right, I understand that, if I can continue. I understand your sense of frustration here, and I think you do sympathize with our sense of frustration. Albeit we might have ancillary motivations, which are rather obvious, there is no doubt that we do have the right to know. There is no doubt about that.

I want to ask you, sir, is there a possibility of us requesting through you that the hon. Minister without Portfolio—

Mr. Singer: Both of them.

Mr. Bullbrook: All right; both of them. That they come before us so that we might discuss with them the actual needs for these expenditures.

Mr. Chairman: Mr. Bullbrook, in answer to your question, I believe that when the motion was passed in the House setting up this committee, we had the right to summon papers, persons or things. However, the Minister of Government Services is here to answer, and I would have to ask the minister if she would be agreeable to such a request.

Mr. Bullbrook: I'm wondering, if I may—and I appreciate the delicacy of your position in connection with this—but I'm wondering if you really require the acquiescence—and I don't mean this disrespectfully at all—of the hon. Minister of Government Services. If we do have these powers, it is not inap-

propriate that I might move before you, Mr. Chairman, that the two ministers without portfolio be requested to attend before us prior to the passing of the expenditures relative to their responsibilities. If that's appropriate, I would like to make such a motion.

Mr. Chairman: I believe that's in order for any member of the committee to do so.

Mr. Bullbrook: I'm not a member.

Mr. Chairman: However, I thought because of your request I would request of the minister if she would feel that was the proper thing to do—

Mr. Bullbrook: All right. Fine. Perhaps that would be the proper thing to do it that way.

Mr. Chairman: —and would like to ask the ministers without portfolio to come before the committee.

Hon. Mrs. Scrivener: If I may, I would like to have the opportunity to consult as to the propriety of being in that position. So, maybe we could put this matter in abeyance.

Mr. Bullbrook: Okay. Thank you very much, Mr. Chairman.

Mr. Singer: Mr. Chairman, I'm not a member of the committee either. But if I were and I could ask one of my colleagues to speak in my favour and support my colleague, the member for Sarnia, in his motion, the thrust of my seconding his motion would have been that the committee is entitled to have before it, as of right, the persons for whom the expenditure of \$226,000 is requested.

You, Madam Minister, have indicated that this involves two ministers. The heading in the estimate is \$226,000 for ministers without portfolio. A certain proportion of the statutory provision provides for the extra emolument for these persons; but the \$226,000, as far as I can ascertain, is extraneous to whatever statutory provision there is as provided for in the Legislative Assembly Act.

The Premier, in his wisdom, has determined that two people should be appointed as ministers without portfolio and should get whatever the Legislative Assembly Act provides.

However, Madam Minister, propriety or not notwithstanding, you have asked for an additional \$226,000 to be spent at the prerogative of these two persons. And, propriety or not, you are asking this committee for its approval of this expenditure.

You have a duty and a responsibility to explain to us why this money is requested—not by them but by you. It is your request. You are asking for it, and there is no question of consultation. If you expect to get that money, you have to provide this committee with a reasonable explanation for it.

Therefore, Madam Minister, through the chairman, it is not a question of your consulting or determining propriety. It is a question of your justifying the amount of money for which you are asking. If you can't justify it, then whoever is a member of the committee—my friend Mr. Ruston over here, who is a member of the committee—I'm sure will be happy to move the motion that this amount be struck from the estimates. Because you have not justified it.

In the event that you have not justified it, you have no right to come before a committee of this House and ask that this amount be voted to you. Therefore, Mr. Chairman, through you to Madam Minister, it is her duty, her responsibility—and there is no other explanation—not that she consult, but that she advise the committee at the earliest possible opportunity as to why she wants \$226,000 for these two ministers without portfolio. If she can't tell us, then the committee has an obvious duty to decline to vote her that amount of money.

[3:45]

Mr. Chairman: I will ask the minister to reply. However, I would say that the minister has given us some outline of the purpose for this money.

Hon. Mrs. Scrivener: I have outlined the functions of the ministers without portfolio and I have outlined their administrative staff. Unfortunately, Mr. Singer was not here, but perhaps we could get him a copy of the sheet that we had Xeroxed for circulation. Would that be helpful?

Mr. Singer: That would probably be helpful except that I have something here that research has provided for me. It says:

Two of these positions are currently filled and one is vacant. No staff salaries or employment benefits have been provided; \$7,000 has been provided for T and C services to be supplied. [Well, \$7,000 out of \$226,000 is not very big.]

With respect to the hon. R. Brunelle, \$61,800 for four classified staff—

That is very interesting.

Mr. McCague: On a point of order, Mr. Chairman, do we need this read into the record twice?

Mr. Singer: It is very short. I am sure it is painful, but it is short and it should be there. L. Henderson has benefited, four staff and so on. What do they do? Not how many bodies, but what do they do? What benefit do the taxpayers of the Province of Ontario get from Brunelle and from Henderson? That is what it is all about. Now you have got to tell us.

Hon. Mrs. Scrivener: This too has already been placed on the record.

Mr. Singer: It is not here. This is what you are asking me to look at. I have looked at it.

Mr. Drea: Read the transcript from the other day.

Mr. Chairman: Mr. Singer, I believe a letter was read into the record by the minister regarding both the ministers. It was suggested by Mr. Bullbrook that we consider the possibility of bringing the two ministers before this committee. The minister suggested that we stand down these estimates. As chairman, I wonder if I could suggest that by 8 o'clock or prior to 8 o'clock if the minister would bring us back her decision on that, I think the committee could deal with that after that time.

Mr. Singer: Let me quarrel with the way you phrased that, Mr. Chairman. I have great respect for the way you rule and the way you phrase these things, but I don't think that it is a question of the minister's discretion. A member of this Legislature is dissatisfied with the explanation the minister has given for the expenditure asked of \$226,000. He has asked, as he is entitled to, for the production of the two persons involved, one Brunelle and one Henderson, to come here and tell us why they want \$226,000. We are entitled as of right to get these two gentlemen here. If you are not prepared to produce them, then the committee will have to proceed accordingly.

Mr. Gregory: Which member of the committee asked this?

Mr. Singer: A member of the Legislature asked. We are all equals.

Mr. Chairman: Excuse me, Mr. Bullbrook wishes to make a comment.

Mr. Bullbrook: I realize I was in error contemplating my making the motion because I am not a member of the committee, but I am sure we all agree that somebody would substitute for me.

As I understand it, you were trying to find an avenue of reasonableness, really. You were saying, in effect, rather than making the motion at this time, perhaps the minister could find out if the others would come and meet with us. I find that a reasonable alternative.

Mr. Chairman: Mr. Bullbrook, in reply to your comments, I feel this committee has the right at any time to make a motion on any subject pertaining to these estimates. As I thought I had stated, the minister had suggested that she would come back with a decision—whether she wanted or did not want to bring the ministers before the committee. After she brings us her reply, then this committee can decide what they wish to do.

Mr. Singer: With great respect, Mr. Chairman—and I don't want to fight with you because you and I have been friends for a long period of time—I don't think it is in the minister's discretion. There has been an earnest and serious request by members of the Legislature that these two gentlemen be brought before the committee to explain. If you want the formal ratification to be done, Mr. Ruston and Mr. Mancini are here and they will formally move it.

In the event the committee does not choose to have brought before it the two gentlemen in whose names \$226,000 of public money is being spent, then the public is only going to be able to draw whatever conclusions it wants. It is not up to the minister. She is unable to explain further than what is on this sheet. If the explanation lies with these two gentlemen then they should be here, or she should explain. This explanation is not worth the paper it's written on.

Mr. Lane: Mr. Chairman, I understand that Mr. Bullbrook, who raised the point, was satisfied with what has been set out and I suggest that it be dealt with in that matter.

Mr. Chairman: Thank you. Does any other member of the committee wish to comment?

Mr. Ruston: I think, Mr. Chairman, just to verify Mr. Bullbrook's statement, I would be prepared to accept—as Mr. Bullbrook says, I'm too charitable sometimes—I would be prepared to accept the minister's statement that she will request the ministers to appear before us by 8 o'clock and give an answer as to

what they're going to do. If at that time her report is in the negative then, of course, I'm prepared to make a motion at that time that these funds be struck from this estimate.

Mr. Bullbrook: May I suggest, if I may, that we're going one step too far? There is an intermediate step that should be taken: Not that we entertain at 8 o'clock the removal of these funds, but that we entertain a formal motion requesting the ministries to come before us pursuant to our ability to do so. I think my colleague from Essex would agree with that, right?

Mr. Ruston: I would agree.

Mr. Chairman: I think you phrased it correctly, Mr. Bullbrook. If that's agreeable with the committee we will stand down item 5, vote 808, and we will continue the discussion of the estimates and go on to vote 802, item 1. Mr. Davison.

On vote 802:

Mr. Davison: Yes, on item 1, programme administration, can you tell me under what circumstances the people in the programme do not operate on behalf of any ministry? I understand that the Ministry of Transportation and Communications is an exception.

Hon. Mrs. Scrivener: I'm sorry, would you elaborate? I'm not quite sure what you mean.

Mr. Davison: This is the provision of accommodation programme.

Hon. Mrs. Scrivener: Yes, right.

Mr. Davison: Under what circumstances does your ministry, through this programme, not operate on behalf of other ministries and agencies of the government? I understand the obvious exception is the Ministry of Transportation and Communications where they are building roads. I can see that quite clearly.

Hon. Mrs. Scrivener: Yes, in road acquisitions. We have very little work to do for Transportation and Communications, except perhaps in the acquisition of land in a place like the parkway belt where a road is part of the parkway belt development.

The same would be true, to a degree of the Ministry of Natural Resources, especially I think as it applies to Crown lands. I can't think of anything else that's excluded.

Mr. Davison: Does that mean when the Ministry of Transportation and Communications or the Ministry of Natural Resources is

going to buy land to put up a building, you would do it for them?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: They wouldn't choose their own realty staff or realty branch?

Hon. Mrs. Scrivener: I would rather put it the other way around and say, we buy land for the Ministry of Transportation and Communications if it is connected, for instance, with the parkway belt. We buy lands for the Ministry of Natural Resources, except perhaps in the case of dealings with Crown lands.

Mr. Davison: I think we're almost together on this.

Hon. Mrs. Scrivener: I'm just making a positive statement of our action as is indicated with the exceptions.

Mr. Davison: So if the Ministry of Transportation and Communications or the Ministry of Natural Resources is going to buy land for putting up a building, then you would do it?

Hon. Mrs. Scrivener: Yes, we do it.

Mr. Davison: And there are no exceptions to that rule in the government, either in any of the ministries or any of the agencies?

Hon. Mrs. Scrivener: I can't think of one. Is there one? Excuse me, I'll ask Mr. Gray. This is Mr. Gray, the director of our realty services branch.

Mr. Davison: Another expert.

Hon. Mrs. Scrivener: Mr. Pencak is the director of programme management.

Mr. Davison: Then we have some questions for Mr. Pencak later.

Mr. Gray: The realty services branch of the Ministry of Government Services is the agent for the government in buying land, except for the MTC outside the parkway belt, Ontario Hydro outside the Parkway Belt and all liquor stores' purchases and leases. Other than that, all the purchases are done by the Ministry of Government Services.

Mr. Davison: Madam Minister, in a policy sense, why don't you do it for the Liquor Control Board?

Hon. Mrs. Scrivener: I don't know how we arrived at that policy. Let me consult my staff.

Mr. Davison: Go ahead.

Hon. Mrs. Scrivener: It is because the Liquor Control Board is operated as a business; it is a revenue-producing function. They charge all of their own properties, their sites, against their costs and report revenues.

Mr. Davison: Does the same apply to Hydro?

Mr. Gray: That is right—except within the Parkway Belt.

Mr. Davison: What about things like Ontario Housing and so on?

Mr. Gray: We would purchase the land for senior citizen housing. The Ontario Housing Corp. would develop their sites themselves.

Mr. Davison: Is it not in the interest of the government to consolidate buying the land? And wouldn't that interest be served by including Hydro and the LCBO in the programme?

Hon. Mrs. Scrivener: Hydro is, of course, a Crown corporation and has its own special needs. Where necessary, we do the expropriation service for Hydro. But Hydro has its own surveys and a complete evaluation of its own requirements. As for the LCBO, that is just a business function that is not like a regular government function; so it has been operated separately.

Mr. Davison: It doesn't matter whether or not it would save money or be more efficient; we will still continue to do it in this manner?

Mr. Gray: I would say within the last year we have assumed the land purchase functions of Ontario Housing and the Ministry of the Environment, so it appears the government is heading that way.

Mr. Davison: So we can look forward to a time when LCBO and Hydro are taken under your wing?

Hon. Mrs. Scrivener: Possibly.

Mr. Thatcher: Could I add a comment to Mr. Davison on that? MTC and Hydro both require rights of way which are defined by engineering considerations. The property buyer works very closely with the route engineer, and in many cases the route will be altered because of property factors; so there is a close relationship in both MTC and Ontario Hydro between those two functions. We have considered the advisability of centralizing that, but in both of those cases we concluded that the close relationship that

exists now would be difficult to maintain in a more central relationship, so we backed away from those two.

As Mr. Gray has mentioned, in the case of the Ministry of the Environment we thought it would be beneficial to centralize it.

Mr. Davison: I can see your point that you are making with MTC and Hydro as far as land for non-accommodation purposes is concerned, but I don't understand it when it is land for accommodation purposes.

Mr. Thatcher: This again is rather difficult, because with MTC some of the building needs frequently are tied in with the highway needs. They will put a patrol yard adjacent to a highway; so when they are buying a highway right of way they will buy the land for the patrol yard if they are establishing a new one at that time. But if it is a building of a nature that we might build in a general way for any other ministry, ordinarily we would acquire the land for that building and we would arrange for the design and construction of the building for MTC.

Mr. Davison: Then, of course, you will be talking, I suspect, to Hydro, LCBO and other such groups in the future about the possibility of centralizing that function. Is that a fair assessment of your attitude?

[4:00]

Mr. Thatcher: I think we could put it this way, Mr. Davison. We're in touch with them all the time. We have a close relationship. We trade people from time to time to balance workloads and I think that at any time if there's an advantageous administrative possibility we'll accept it.

Mr. Davison: No, it's either advantageous to centralize or it's not. You're moving in the direction of centralizing because you've brought the Ministry of Environment and so forth. It would seem to me that, in that case, it is an advantage to centralize it as much as possible. I think that's fairly evident from the manner in which you've operated over the past years.

That being true, is it not then sensible to expect that when an agency like Hydro or the LCBO, or a ministry like Transportation and Communications, when they are going to provide accommodation—not when they're making a right of way. I can understand that; but when they're providing accommodation on that site—is it not advisable then to centralize that in with the group you already have? Then we can cut out a few depart-

ments. You will look into this? It's not something here.

Mr. Thatcher: Yes, we'll look into it.

Mr. Davison: I have more questions but they're on other votes.

Mr. Chairman: Is there anything further on item 1? Mr. Cunningham.

Mr. Cunningham: I will speak after Mr. Ruston.

Mr. Ruston: We're talking about programme administration and I'm wondering about your new George Drew Building; how much of that is now occupied?

Mr. Chairman: Won't that come up under a later vote?

Mr. Ruston: It should be under this vote according to my calculation.

Mr. Chairman: Would that come under programme administration?

Mr. Davison: If it comes under programme administration I'd like to talk about it too. I didn't realize it. I thought it would come under capital construction.

Mr. Chairman: I understand that would come under capital construction.

Mr. Ruston: Under capital construction? I wouldn't think so because that would be building new buildings. Of course, this new building is partially occupied now.

Hon. Mrs. Scrivener: We still think it's pretty new. I was just trying to get an estimate of the percentage of that building which is still vacant. I know it's very small. Would you think three per cent, Mr. Browne? This is Mr. Browne, our director of research and planning.

Mr. Browne: At the present time there are about 6,800 sq ft of space that are not occupied on the first floor of the George Drew Building. The building is approximately 20,000 sq ft so we're looking at about 3.5 per cent which is not occupied now.

Mr. Ruston: What are you doing with the property which was allocated to the Emergency Measures Organization?

Mr. Browne: This particular space is not occupied. It is exactly the space which was to be occupied by the Emergency Measures Organization plus a small additional amount. We are presently looking at utilizing that space for another function but that is the

amount that presently is vacant and not utilized.

Mr. Ruston: Is there space there occupied by the police arbitration board? Are they on that floor too?

Mr. Browne: Not on that floor. I believe they're further up.

Mr. Davison: Are the 13th and 14th floors occupied now?

Mr. Browne: They are occupied presently. The employee benefits branch of the Ministry of Government Services moved in in the last two or three weeks.

Mr. Davison: And you have the tropical plants out at the entranceway, do you?

Mr. Browne: I don't know about the tropical plants.

Mr. Chairman: Do you have anything further?

Mr. Ruston: The floor that the police arbitration board is on, is that floor pretty well fully occupied?

Mr. Browne: Yes, sir.

Mr. Ruston: You said the 13th and 14th both?

Mr. Browne: They are occupied now.

Mr. Ruston: Okay, that's all I have on that right now.

Mr. Davison: I have some more on this specific building, if I might.

Mr. Chairman: Mr. Davison, yes, I have your name next.

Mr. Davison: I thought it was going to come up under something earlier so I sort of passed it up. Mr. Pencak, you were quoted in the *Globe and Mail* of Feb. 11, 1976, in your description of the EMO space, as saying that we're going to allot the space to something. And then you said that all sorts of things were cooking but finally conceded that there was nothing specific. Is there something specific now?

Mr. Pencak: To start with, Mr. Davison, I was misquoted in the paper.

Mr. Davison: You were misquoted, oh. That happens to politicians sometimes.

Mr. Pencak: Secondly, I did mention the fact that that space might be allocated to other uses. At that time we contemplated

using it for royal commissions, and are in fact now holding it for such situations.

Mr. Davison: So there's no prospect of it being immediately occupied. The 6,800 sq ft?

Mr. Browne: With all vacant space there are possibilities being explored as far as new needs go and so on, and there have been potential needs looked at. As we mentioned, we're looking at about 3.5 per cent vacant space in the building. This is not an unreasonable amount in a new building. To have this type of space, which is close to Queen's Park, in a high quality building, is not unreasonable, I don't think.

Mr. Davison: I assume it's been unoccupied for 10 months?

Mr. Browne: I don't believe it was ready 10 months ago. It has been vacant for somewhat less than 10 months.

Mr. Davison: For less than 10 months? Is it not true that 12 months ago the building was officially opened by the then Solicitor General (Mr. Kerr)? Is that inaccurate, that it was opened a year ago?

Mr. Browne: The building was open, however the occupancy had to be done in phases. In other words, let's say, the top half of the building was completed and ready for occupancy considerably later than the lower half of the building.

Mr. Pencak: In fact, if I may add, that space is not completed at this time; it's not totally completed.

Mr. Davison: The building isn't still completed?

Mr. Pencak: That particular space which is vacant isn't complete.

Mr. Davison: I'm interested in this thing on the tropical plants. Whatever happened to these tropical plants that were sitting there where the workmen were working? Did they just die, wither on the vine, or what?

Mr. Pencak: I couldn't answer that.

Mr. Davison: You don't know what happened to them?

Mr. Pencak: I don't know anything about tropical plants.

Mr. Davison: Do we have an expert for tropical plants from your ministry? No? Well, we'll get back to tropical plants later.

Mr. Martel: Ask the Minister of Agriculture and Food (Mr. W. Newman).

Mr. Davison: He knows all about it, eh? Okay. All right, I want to get into vacancy rates in the lease projects in the new buildings. Is that the proper time to do it now?

Hon. Mrs. Scrivener: I think that might come under leasing, item 3.

Mr. Davison: Okay, what about vacant spaces in the buildings you already have? Does that come under capital construction or does that come under this?

Hon. Mrs. Scrivener: Probably under programme administration.

Mr. Davison: We have 3.5 per cent vacancy rate in the George Drew Building, is that right?

Hon. Mrs. Scrivener: That's just about the desirable rate.

Mr. Davison: I understand you run checks through your ministry at the end of each month on a lot of your programmes. I realize you probably don't have it right now but could you provide us with a rundown of your general vacancy rate at the end of each month in the past 12 months?

Hon. Mrs. Scrivener: I could tell you right now.

Mr. Davison: Fine. I just want the government-owned buildings.

Hon. Mrs. Scrivener: If you have a pad—

Mr. Davison: Yes, I do.

Hon. Mrs. Scrivener: Space to be disposed, sublet or demolished 1.29 per cent. This is for the whole of Metro.

Mr. Davison: It's 1.29 per cent for Metro?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: At what point in time?

Hon. Mrs. Scrivener: I guess it would be May 3.

Mr. Davison: May 3 of this year?

Hon. Mrs. Scrivener: Of this year. Space allocated but not occupied 0.58 per cent.

Mr. Davison: Point five eight?

Hon. Mrs. Scrivener: Space available for allocation 0.93. Space reserved awaiting finalization of client requirements—that is the planning hasn't been completed—1.53. As a

percentage of total inventory, our vacant space is 4.33.

Mr. Davison: In Metro?

Hon. Mrs. Scrivener: In Metro. You will notice that of that amount, the space to be disposed, sublet or demolished—the first item, 1.29—is a substantial part of that. The point is that we have approximately 3.04 per cent space readily usable that is not occupied.

Mr. Davison: Would it be possible to get a monthly breakdown from last year?

Hon. Mrs. Scrivener: It would be onerous but we could do it.

Mr. Davison: I would like to see it.

Hon. Mrs. Scrivener: Is a monthly statement going to be of value to you because we fluctuate? Would you not rather have a comparison with last year at the same time?

Mr. Davison: At May 3? No, I would prefer to see—there is a big difference in what happens on any one given date in a year. Actually, I wouldn't mind seeing the daily but I don't want to put you to all that work.

Hon. Mrs. Scrivener: We don't really move about that frequently.

Mr. Davison: Okay. I think that is all I have under the administration section.

Mr. Chairman: Mr. Angus, did you have something under item 1?

Mr. Angus: Yes, Mr. Chairman, thank you. I am interested in the administration costs. I am trying to get back to the right page. In terms of salaries and wages for programme administration, I would assume there are a lot of people posted throughout the province at Government Services offices; i.e. Thunder Bay, Sudbury, wherever you have them. Could you give me an idea as—

Hon. Mrs. Scrivener: I am sorry, Mr. Angus, I want to interrupt you because it is not really under this vote.

Mr. Angus: Not under this vote at all?

Hon. Mrs. Scrivener: No, this is an administrative section.

Mr. Angus: So that is just in Toronto?

Hon. Mrs. Scrivener: Yes.

Mr. Angus: I see. They are, in effect, supervisory staff of the remainder; is that correct?

Hon. Mrs. Scrivener: They come under Mr. Gray and Mr. Pencak.

Mr. Angus: Okay. I will leave that.

You mentioned, and maybe I will follow it up later on but I just want to clarify it, that right now you are doing purchasing for OHC senior citizen accommodation only. On what date did that commence?

Hon. Mrs. Scrivener: July.

Mr. Angus: July, 1975?

Hon. Mrs. Scrivener: Yes.

Mr. Angus: I would assume there has to be ongoing communication with OHC because you are not necessarily going to select the site they are going to want and that kind of thing. It's a little easier for you to put up a government building as opposed to accommodation. What kind of communication, what kind of consultation do you have between the property acquisition branch at OHC and your staff?
[4:15]

Hon. Mrs. Scrivener: We have an ongoing consultation with our client ministries. I think it is a very good relationship in this regard. We are serving them so we have to be able to satisfy their needs adequately, yet we still have to deal with what is available and in any given community you can never predict what is available.

Mr. Angus: I agree. I am looking for the more formalized relationship between OHC and your ministry, even down to names. Who is your contact in your ministry and who is the contact in OHC?

Hon. Mrs. Scrivener: It wouldn't necessarily be a contact. It is consultation at varying levels between the Ministry of Housing as well as OHC officials. The kind of decisions and consultation required would decide the officials who are present, and they aren't always the same.

Mr. Angus: I want to go into that in further detail in the real property acquisition. Would that be the most logical place?

Hon. Mrs. Scrivener: Yes.

Mr. Angus: Just one other general thing: Have you, at any time, transferred land from Government Services or was land obtained by another ministry, like MTC, and possibly turned over to Government Services; and has that ever been transferred to conservation authorities or other such bodies?

Hon. Mrs. Scrivener: Oh yes, that is entirely possible. When a ministry declares that it has surplus land or buildings, there is a very set procedure and this we described and discussed in some detail during the last session Thursday evening. In this particular regard, we offer the property in the first instance to other ministries of government. If any of them have a particular use or need, they so signify. If none have a requirement, then it is offered to a local municipality.

If that municipality finds it does not have a requirement, it is put up for public tender. If there is an occasion when it appears it might be of some interest, say to the federal government, we would offer it to them; but after all public bodies have signified they have no interest, then the property is put up for public tender.

Mr. Angus: Including the conservation authorities?

Hon. Mrs. Scrivener: Well of course, yes.

Mr. Angus: And you say you gave a lengthier answer on Thursday of last week?

Hon. Mrs. Scrivener: Well this was discussed in a general way under vote 801 last week.

Mr. Angus: Okay, I'll take a look in Hansard then. That is fine, thank you.

Hon. Mrs. Scrivener: I would consider a conservation authority to be similar to a public body; and if they had an interest we most certainly would be pleased to transfer.

Mr. Martel: I have a couple of issues I want to raise. I'm not just sure which one to start with.

Hon. Mrs. Scrivener: I wonder if I could guess.

Mr. Martel: Well, we can start with Burwash or we could start with the building. Which one would you prefer to go on first?

Hon. Mrs. Scrivener: Be my guest.

Mr. Martel: I'll start with Burwash because that is where, according to some of your colleagues in the Sudbury area, I have all the power. I didn't realize that I had as much power here in Queen's Park as my Tory opponents are trying to give me credit for these days.

Hon. Mrs. Scrivener: Oh you are underestimating yourself.

Mr. Martel: Well Joe Fabbro goes around announcing that I was the one that scuttled your decision to rent all of Burwash—the homes. I didn't realize I had that much influence. In fact I'd like to know where that originated. You weren't minister at the time, but three days before that glorious day on Sept. 18 the great announcement came from the Ministry of Government Services that you were leasing all of the homes in the community of Burwash to anyone who wanted to rent a house. Was that ever policy?

Hon. Mrs. Scrivener: I'm sorry, I haven't seen any statement to that effect and I have not been apprised of that information within the ministry. So I have a suspicion that was an item manufactured in the rumour mill.

Mr. Martel: No, but your candidate, Joe Fabbro, who will be your candidate next time around, who is the regional chairman at the present time, three days before the election said: "I have succeeded in getting it; the Minister of Government Services, Jim Snow, has just informed me we are going to lease all of the buildings in Burwash on a rental basis."

Hon. Mrs. Scrivener: I am sorry, I must apologize. Mr. Thatcher informs me that at that time there was a decision.

Mr. Martel: None of the other deputy ministers were aware of it, by the way. Was that a well kept secret or was it—let me be blunt—was that an election gimmick?

Mr. Thatcher: I know you are looking at me.

Mr. Martel: You are the only one who was there. There is no continuity, you see, I have to rely on you. I can't blame the present minister. She wasn't in her present capacity so I wouldn't want to blame her.

Mr. Ruston: She doesn't believe in dirty tricks.

Mr. Martel: No. I suspect that was more window dressing than anything else. Would I be safe in assuming that?

Hon. Mrs. Scrivener: You have a new minister now, so why don't we start discussing Burwash in relation to the estimates before us?

Mr. Martel: I have to pick up the pieces, Madam Minister, and that seems as good a place as any to pick them up because that leads into the next question. Of course what scuttled that rather rapidly—and I continually

get accused of having been the one to scuttle it, because I have been attempting to get part of that utilized, only on a temporary basis, three to five years, as an overall project; just a partial use for bringing the mentally retarded back into the community as an interim step.

I have been highly criticized by none other than your friends for attempting to do it. I continue to get blamed for having come to you, and you acceded to my requests and scuttled the whole programme of rentals. It is your friends who are saying this, as I continue to try and work with the ministry to get some programmes going there, because I understand it is now costing well over half a million dollars a year to heat that place.

Hon. Mrs. Scrivener: No.

Mr. Martel: Well I suspect I am right; I'm right again. What would be the cost per annum to heat that complex?

Hon. Mrs. Scrivener: Well I asked very particularly about it a month ago. Mr. Mann, my recollection is that you told me \$350,000; is my memory faulty?

Mr. Mann: The total expenditure in 1975-1976 for Burwash: There are salaries of \$220,000—

Hon. Mrs. Scrivener: I am talking about the heating.

Mr. Mann: The heating—services, fuel, electricity—is \$111,300; and there is \$13,000 estimated for the balance of the year; so the total is \$345,000.

Mr. Martel: It is \$345,000?

Hon. Mrs. Scrivener: Then I am right.

Mr. Martel: Well I am not sure, because that is just part of the cost.

That's right! That's what bothers me, you know. Here is a government talking about restraint, and if we had something there and it was being used for a service, a group of services which were not available, then in fact it would be a great investment. But if you were to include salaries along with that, we are well over half a million dollars a year.

Mr. Mann: The salaries are included, sir.

Mr. Martel: They are included. So the total expenditure for Burwash is \$345,000, to sit there and do nothing. It is not as though we were without services in the north. In fact let me ask you about another

rumour that was announced; and Government Services, I presume, would have something to do with it, if I am wrong you might tell me. The night before the election, the chief was in town, Billy the Kid, and he announced a new Workmen's Compensation hospital in Sudbury. Were you aware of that? Would you people be responsible, if there were construction, or would that be the Compensation Board itself?

Hon. Mrs. Scrivener: I think the Compensation Board might be.

Mr. Martel: Have you ever thought of getting the Premier (Mr. Davis) together with the Compensation Board, because they deny any knowledge of that one as well?

An hon. member: We questioned them about it.

Mr. Martel: Joe Fabbro knew about it. He said yes, he was responsible. I have his notes on his last tape on it. He's the only civil servant who gets paid \$45,000 and can run around still being a Tory every day of the week. He gets paid by the province for his job.

Have you ever thought, and my colleague Floyd Laughren has raised it a number of times, that if the Premier was being honest with the people of the Sudbury area and there was in fact some indication there was some substance to what he promised in Sudbury the night of the 17th, that you might utilize some of that?

Burwash, with a gymnasium which has four basketball courts I think now, all together is a magnificent building to sit there not being used. It's a totally magnificent building. We might use part of that, if the Premier were honest. I'm not suggesting he wasn't. He meant every word of it. He just didn't tell us what millennium.

Mr. Gregory: Did you say he said it or it was rumoured?

Mr. Martel: No, he said it.

Mr. Gregory: You started by saying it was a rumour. That was why I wondered.

Mr. Martel: I'm not sure what the Premier was trying to do, because the Compensation Board recently advised us here at a set of meetings that they were never approached. They were never approached with respect to the possibility of a compensation establishment in Sudbury. Though Joe Fabbro says yes, he was also responsible for getting it.

All right, where are we with Burwash then? My understanding is you've got most of the master plan in place—not a master plan but a whole variety of ideas that are sitting there. As I understand it, the complex is too big for any one government agency to take over and, therefore, you people have been designated as a group to co-ordinate the possibility of the development of an overall plan involving four or five ministries. That would be first-rate, because I think that would provide a good number of jobs and at the same time, more important, provide a substantial number of services which aren't available in northern Ontario, if we go the right route. I would encourage the minister, if the master plan is near completion, to get it before the cabinet. What stage are we at now?

Hon. Mrs. Scrivener: You mentioned the creation of jobs. I think it makes good sense to be looking at Burwash in terms of "How do we create more employment in that area?" As you say also, it's a very large tract of land, more than can be comfortably used by any one user in the main.

There is a principal tract of land and we are negotiating for its future use. We've done a careful survey, we have been consulting with the Ministry of Industry and Tourism very closely, we're working with their local representative in the area, Mr. Flood.

Burwash is being very carefully weighed. We hope to find a suitable use for that particular tract of land; but I don't think, whatever the use will be, that we're likely to designate its use without consultation with people in the area. I think that's a probability.

Secondly, you must know that I've had concern about the agricultural land in the area, which has not been very well maintained, for a variety of reasons. One of them is that the fencing was broken and in some cases destroyed. You are probably aware that we have been publishing tenders on grants of the agricultural land, because we want to put it to use, we want to put it to long-term use so that it will be well husbanded. The result is that we now have the tenders back and we are in consultation with the Ministry of Agriculture and Food so that we can put out long-term leases on these particular tracts. I hope to have that land in good use and being worked this summer.

As for Bison Camp, it's been mothballed for the time being. I think there could be a future need for Bison Camp, but this decision has to come from the Ministry of Correctional Services. As for the townsite, I want

to activate some use of it, but it is dependent to a degree upon the future use of the principal tract.

[4:30]

Mr. Martel: That's what bothers me. I think I know who you are talking about when you talk about those who are trying to get in there. I am disturbed for a number of reasons.

I read in the newspapers regularly—and I am sure my friend, who is a lawyer, probably watches it more carefully than I because of his direct interest in that endeavour—I notice that many of the institutions are overloaded and we are having all kinds of very serious problems in the prisons and the jail houses, because they are just overloaded. And Camp Bison sits there empty and in mothballs.

I have written the minister responsible and he keeps telling me it is not necessary. I think that's crazy, because there are riots occurring in my friend's riding up in Fort William. I believe in Sault Ste. Marie there have been twice as many prisoners in the jail as it can legitimately hold.

You are sitting on a powder keg in this province; and it continues to go on. Camp Bison is a first rate facility that is just sitting there. It is not 10 years old; actually I guess it may be 10 years old.

The other thing that bothers me, of course, is why would you wait. You've got Food and Agriculture, I believe, interested. You've got Natural Resources interested. You've got Community and Social Services interested. And you've got the personnel department of Government Services interested. Aside from those groups, who could occupy a major portion of that townsite, Cambrian College wants some of the buildings; and Laurentian University wants to use a portion for their biology department.

Hon. Mrs. Scrivener: Is that a fact? I have not had any communications from those groups.

Mr. Martel: I submitted all of that, Madam Minister, on a number of occasions. I submitted it no later than four weeks ago, because the fact is it had gone astray by then.

Hon. Mrs. Scrivener: Four weeks ago?

Mr. Martel: Four to six weeks ago, I submitted the rest of this stuff.

Hon. Mrs. Scrivener: Not to me.

Mr. Martel: No, it was submitted by my office to Mr. Andy Gibson to make sure you people had it. Laurentian wants some. I think their biology people are interested; and certainly the recreational people are interested. Cambrian College would like to activate some of it; there are six shops sitting there vacant. I understand that Sports Central would like to use some of it, particularly the big gym which has four basketball courts.

Let's put it this way: I would sooner be using 75 per cent of the existing facility, Madam Minister, than have the whole thing empty. I'd sooner see 25 per cent of it empty and 75 per cent of it being utilized. Other groups want it, make it available to them.

What's the principle, what do they call it—it keeps building, one on the other. We watched it happen at "little Queen's Park" in Sudbury. The Ministry of Transportation and Communications is there; Government Services went in; Natural Resources expanded.

The same thing would apply at Burwash. But as long as you are going to leave it sit in mothballs, pay \$345,000 and get nothing in return, it's absolutely crazy. You could be providing jobs. In fact you could be saving that little community of Estaire from going into absolute bankruptcy, because it was built by and large to satisfy the needs of Burwash. You have a man like Mr. Borm who puts in a new motel and a bar, spending maybe \$400,000, and without announcement everybody moves out. How he manages to stay alive with that tremendous investment there I don't know.

We've got all kinds of people interested. In fact, the latest people came to me today; it wasn't a group, it was one man. I am going to leave it with the minister, because I think it might well be considered through the Ministry of Health.

It's a guy by the name of Menzies. Many of us here have heard about him. My friend the member for Algoma-Manitoulin (Mr. Lane) certainly has. Mr. Menzies runs what is called the Lake Hope rehab centre. He has been a member of AA himself for some 25 years. He works with those people whom he is trying to salvage from both alcohol and drug abuse. He would like to see that the Ministry of Health—is it the Ministry of Health or the Attorney General's ministry that funds the detoxification centres?

Hon. Mrs. Scrivener: Health.

Mr. Martel: It is Health. We just had this week's announcement, that detox centres aren't doing what we hoped they would have done.

Mr. Menzies has just come back from the United States and there is a new type of development there. Let me just read what he says to me:

I suggest that part of the Burwash complex be utilized as a treatment centre for alcoholics and drug addicts. It should operate along the lines of centres now operating in Minnesota. The complex would consist of a meeting house, a lake if possible [and there are a couple of them there] acreage for gardening [and certainly there is lots of that around Burwash] sleeping and eating facilities [and we have got lots of that too]. It would be staffed by former Alcoholics Anonymous members, for the most part non-professionals. A doctor and/or psychiatrist could be called to the area when required. [It is only 20 minutes from the three hospitals in Sudbury, because they have been misplaced and all put in the same part. It doesn't serve the community, but it serves the doctors well.]

There should be one staff counsellor for every 10 to 14 people involved. Volunteer counsellors would fill out the staff.

The programme would utilize methods found effective by Alcoholics Anonymous. The alcoholic would meet daily with the counsellor, could attend films, and listen to tapes and speeches on the subject of alcoholism. He would be free to make his own choice. He would not have to attend. He could go to town on his own, and if he went out on a binge he would then lose that privilege once he came back. The complex would be co-ed. There should be good recreational facilities. [We have got that.] Outsiders would be invited.

I bring this to you, Madam Minister, because it is just another proposal; and in fact, I don't think Sudbury has a detox centre, does it?

Hon. Mrs. Scrivener: I don't know.

Mr. Martel: I don't think so.

Mr. Cunningham: Would we call it the Elie Martel Detox Centre?

Mr. Martel: Call it what you want. If I felt that I played any minor role in bringing it about I would be gratified.

Mr. Cunningham: Would it be called Fabbro-Martel or just Martel?

Mr. Martel: No, I wouldn't be associated with some of your former Liberal friends, who ran after Liberal nominations, like Mr. Fabbro.

Mr. Cunningham: He wasn't good enough.

Mr. Singer: Don't blame this on Mr. Fabbro.

Mr. Martel: Well, it is your friend who brings it up.

Mr. Cunningham: Elie, the next thing you will do is you will blame the debt of Sudbury on Mr. Fabbro.

Mr. Chairman: Would you please direct your comments through the Chair, Mr. Martel?

Mr. Martel: I realize it is embarrassing to you, Mr. Chairman, but if you would keep that new boy quiet we wouldn't have these misdeeds of the past cropping up.

Mr. Menzies makes a point on suggested funding. Money is presently going to detox centres that have not solved the problem. That was announced this week. Funding could go there. Then there's the parole board, federally; and the parole board provincially, because I think—and I turn to the knowledge of my friend here—if we were to look at the largest number of arrests and sentences it would involve alcohol abuse, and we don't have anything. That's just another suggestion.

Mr. Singer: The north has its share.

Mr. Martel: The north has its share. Interestingly enough, though, they closed Burwash because we didn't have enough prisoners. We are about one-seventh of the population and we only had eight per cent of the prisoners. That says great things for the north. It says great things for the north.

The important thing is the philosophy was based on the following thing, that an addict must be allowed, indeed encouraged, to make decisions regarding his day-to-day life. In this way she or he could develop a sense of self-identity again and lead back to some form of self-respect and, hopefully, back into society. It is just another suggestion, because that type of facility is not there. I pass that on to the minister to add to the collection of suggestions that I have passed on to her; in fact including one for Bison, where the forest fire fighters think that would be a great place to learn to fight forest fires, because everything is there. I don't think you can sit on this much longer. You have had almost two years now since you decided to close it.

You've pumped in all kinds of money in the last four years—millions, I suspect—and, really, Ontario and that part of Ontario isn't getting a great deal for the investment. I

would urge the minister to go to cabinet and say, "We can utilize 65 per cent of it tomorrow at very little cost." When you were closing it, you were remodelling the interiors of the homes.

Hon. Mrs. Scrivener: Excuse me, Mr. Martel, you've now given me a statement for one proposal; and you've mentioned Laurentian University and other institutions, which you say have signified an interest in this property. I have nothing in my file, nothing in my office from them or from you to indicate any interest from those institutions.

Mr. Martel: It's been sent at least twice to your office.

Hon. Mrs. Scrivener: I'm sorry. I know very well what's in my file on Burwash and I have no indication at all of such interest. I think, if they are interested, surely they would write the minister to say: "If you're planning on the disposition of this property would you please—"

Mr. Martel: The difficulty was when we first started on Burwash John White insisted that everything be sent to him, not to you. That's where some of it went astray. John White was going to handle it all but at the time he was talking that line, it was your ministry. I have Xeroxed the material twice now and sent it to Mr. Andy Gibson.

Hon. Mrs. Scrivener: I have nothing in my office.

Mr. Martel: He was to bring it to the attention—

Hon. Mrs. Scrivener: I have nothing to see, nothing to read. I have a file and I know what's in my file but I have nothing like that.

Mr. Martel: Do you know what I'll do? If twice isn't enough I'll send you the whole file again. How's that?

Mr. Singer: That's old helpful Eli.

Mr. Martel: I'll send you the whole thing; but it's there.

Mr. Ruston: Deliver it by hand.

Hon. Mrs. Scrivener: I have to say to you that I'm hearing it for the first time.

Mr. Martel: I would suggest you check with some of your staff and you will find it's there. What I'm urging you about is if we can go with 65 per cent we really don't have to wait, do we, until every last house is occupied to start to derive the benefits it would bring to that part of the province?

We've got children, at \$49 a day or probably higher now, who are sitting at Smith Falls and who could well be in a group home in Burwash, going into the centre daily for education until we develop group homes in Sudbury, at \$20 a day. Imagine what kind of savings to the province and the number of jobs it would provide and the number of kids who would be close to home? I would urge you to go after the 65 per cent, if that's the figure you could use, rather than wait for the total utilization of it.

There is another problem I want to talk about. I guess it's under programme administration, too. We have had a chat about the buildings. I want to chat about this.

Mr. Chairman: Is that members' accommodation?

Mr. Martel: Members' accommodation. Is that the wrong place?

Mr. Chairman: That's under vote 804.

Mr. Martel: Under 804? I'll pass for the time being.

Mr. Chairman: It's under the legislative services, I think. Next on my list is Mr. Lane.

Mr. Lane: Thank you, Mr. Chairman. My colleague from Sudbury East and I do not always agree on many things, but on this Burwash thing I think we do agree. We have agreed for some time that action should be taken and should have been taken before this time.

The thing that always intrigues me when I drive down that highway is the amount of land there and what possibilities it offers in the line of farming, especially beef farming and market gardening. While a good deal of those acres are not cultivated land they certainly do produce a good amount of pasture for beef cattle. I would like to see some soil tests run there to see what potential that land does have, not only for pasturing cattle but for the production of crops, especially garden crops such as strawberries, sweet corn and what have you.

[4:45]

I know that a few miles toward Sudbury there is a farmer who grows tremendous strawberries and Sweet corn. It just seems to me that land could be used in that way. Mr. Menzies' proposal, of course, would lend itself to that type of an operation, because these people in the rehabilitation centre could spend their time in the market garden busi-

ness. And Sudbury, being a city of 100,000 people, could certainly utilize the produce.

I have strong reservation about using the land itself for any other purpose than farm production of some kind. What you do with the buildings is immaterial, although the barns that are already there would be very well suited to the beef cattle operation I am talking about. I think a good deal of the acreage could be used for market gardening and certainly could support a project such as Mr. Menzies has suggested in his letter to Mr. Martel.

Hon. Mrs. Scrivener: Mr. Lane, I am as concerned as you are about keeping that land in agricultural production. I guess you know that we have about 1,500 to 2,000 acres; some of it has been maintained, but other parts have not been too well maintained—the seeding is getting old and broken bales and things like that were left on the fields. I think there were some fields that weren't even cut last year.

In any case, we are concerned about maintaining that land and we have had quite a bit of correspondence through the fall and winter with people in the area who have expressed interest. I felt there was such a strong interest in this land—and I know very well that your season is a little later than it is in the south—that we called for tenders. We have had the tenders come in, and they have been opened. We are now interviewing people, and I hope we will have something finalized which will give some stability and permanence to the use of that land. The leases we are contemplating are five-year leases, which means that everybody can plan a bit; they are not going to do it on an ad hoc basis from year to year. These will be five-year leases and, I hope, renewable. I also hope that we will have good people working that land.

Mr. Lane: I appreciate the steps you are taking to utilize the land. I talked to the hon. William Stewart about this a couple of years ago, and the result was we allowed a few acres to be harvested; but the trouble is that land has not been fertilized and worked for 25 years.

Hon. Mrs. Scrivener: I know. Some of it will have to be all torn up.

Mr. Lane: Even when Burwash had cattle there, they were actually not farming it in the proper sense.

Hon. Mrs. Scrivener: We know that, Mr. Lane. We know that some of that land will have to be torn up and reseeded. Obviously

it is going to have to be well worked and some good fertilizer put down. That is why we felt we had to give the operators longer leases, so they would have some security for their investments.

Mr. Lane: The only thing that bothers me here is if soil tests show that land would produce strawberries, sweet corn and what have you, then by letting it out to somebody who wants to run the entire acreage in cattle, we are taking away the possibility of supporting a programme such as Mr. Menzies has suggested.

Hon. Mrs. Scrivener: I don't think it's going to work that way. We haven't finalized the lessees.

Mr. Lane: Thank you very much.

Mr. Angus: Mr. Chairman, I want to go back to the Burwash thing as well. There's something that is bothering me, and I'd like the minister to confirm it. Is it true that, located somewhere on the Burwash property, there is a government installation that will be used in the event of war? Some type of bomb shelter?

Hon. Mrs. Scrivener: I never heard of it. If it's so, it's a well-kept secret.

Mr. Angus: It's not that well-kept a secret, because all the young people who lived on the property were aware of it.

Hon. Mrs. Scrivener: Did they know where it was?

Mr. Angus: Yes. Unfortunately, I can't remember where they told me it was. I assumed it was either around Camp Bison or around the lake, well back from the lodge.

Hon. Mrs. Scrivener: Well, you know, when you find out I would be glad if you would share the secret with me.

Mr. Martel: It's a well-kept secret.

Mr. Angus: Obviously, yes.

Mr. Martel: Even from the minister.

Mr. Angus: Yes, that's right.

Mr. Lane: I think it's Mr. Martel's summer cottage.

Mr. Martel: When the going gets rough, I go there.

Mr. Angus: I am serious about this. I wouldn't have brought it up otherwise. But, Madam Minister, to your knowledge there is no such installation there?

Hon. Mrs. Scrivener: I have never heard it, and my deputy tells me that he doesn't know of it either.

Mr. Singer: Could you inquire about it from your predecessor?

Hon. Mrs. Scrivener: I would be glad to.

Mr. Angus: Could you follow it up, Madam Minister?

Hon. Mrs. Scrivener: A bomb shelter, you say? Oh my!

Mr. Angus: That's all, Mr. Chairman. That's enough.

Mr. Singer: I'm puzzled. I sit here and listen. I'm not a great northern authority by any means. I listened to the concern expressed by Mr. Martel, who sometimes gets a little alarmist but by and large is fairly sound, and then he's joined by Mr. Lane in expressing equal concern. I look at the estimates and I see that you have \$345,000 there to put into Burwash.

You use such fascinating phrases as "negotiating for the future use" with another ministry and "we're looking at tenders" and on and on and on. Then, if we listen to the Hon. Darcy, we're in times of great restraint. Here we are plunging great sums of money into great tracts of land that according to Martel, if you listen to him, according to Lane, if you listen to him, are all available for use. We're thinking about it for one year, two years, and there's all this money going up the flue.

Hon. Mrs. Scrivener: Yes—

Mr. Singer: I wonder; I wonder really about what Government Services does with the money that it takes from the people of the Province of Ontario and how it uses it usefully and purposefully and why we can't put assets that we have to public use. Here is a substantial asset, substantial to the point that you're asking for \$345,000 of public money to preserve it while you negotiate, while you look at tenders, while you see if you can find Martel's correspondence, while you listen to Lane and see what kind of agricultural uses you might put to it. How long does this go on?

I see my friend from St. Andrew-St. Patrick (Mr. Grossman) is here. He would love that \$345,000 to be used for his hospital, but you're just throwing it in there for no reason. You're negotiating with somebody; you're looking at tenders; you're looking for

Martel's correspondence. So why couldn't you use that for his hospital and keep an awful lot of people happy down there?

Interjections.

Mr. Grossman: I think I'll sit down.

Mr. Martel: Hold it, hold it.

Mr. Singer: Well, all right now.

Interjections.

Mr. Singer: All right. The people from the north wouldn't like that, but rather than use it for nothing, rather than use it for preserving 1,500 acres of land that has no apparent immediate purpose, why can't you use it for some useful purpose for the people of the Province of Ontario? I just don't understand the government philosophy in this. Can you or your deputy explain it?

Hon. Mrs. Scrivener: The fact is that we are trying to make a decision which will be in the best interests of the people of Ontario and which will be of very real benefit to the people in the local area. That's why I made my preliminary statement about Burwash in the way I did. We want to make a decision which will be a very long-lasting decision. Already, we are making long-term agricultural leases which are five-year leases renewable for another five. That's 10 years in time, and that immediately stabilizes a particular use of the land.

There are other uses to be made of the property. We cannot finalize those in haste.

Mr. Singer: Can I only add that it's two years—

Hon. Mrs. Scrivener: I appreciate what you're saying—

Mr. Singer: It's been two years since it's been used at all and I can appreciate the importance of studying and not rushing helter-skelter into some plan that's going to waste public money. But here you are, you've got all this land sitting vacant. You're voting; you're asking for approval for an additional substantial sum of money to keep it standing vacant. What do you think about it? How long do you think? How long is enough? When does time run out?

Hon. Mrs. Scrivener: As a matter of fact—

Mr. Singer: When does time run out? You have two years here and how long does it take to determine a purposeful use? How long are you going to negotiate with one of your fellow cabinet ministers to determine whether or not he, she or it wants to use that

facility for something or other? How long is it useful to continue to tax the people of Ontario to maintain this facility while you try to talk to your fellow cabinet ministers or while you look for Martel's correspondence? It just puzzles me. It doesn't make any sense.

Hon. Mrs. Scrivener: You know, the consultation is within government; the negotiation is outside of government.

Mr. Singer: It just boggles my mind to understand how you run that department.

Mr. Martel: We'll get an announcement next week then, will we? Could you just tell us one thing maybe? Have you any indication when—

Hon. Mrs. Scrivener: One can't even hurry the federal government.

Mr. Martel: A pox on both their Houses.

Mr. Singer: You can't blame that on the federal government.

Hon. Mrs. Scrivener: I am not, truly.

Mr. Martel: Do you have any idea when what you have now will appear before cabinet, at least?

Mr. Singer: If not this year, next year.

Hon. Mrs. Scrivener: No, I'm sorry I cannot.

Mr. Martel: That's crazy.

Hon. Mrs. Scrivener: If I have some news I'll be glad to share it with you.

Mr. Martel: I'd like to see it go before cabinet and get some of it utilized; the rest, like Topsy, will come.

Mr. Ruston: This programme administration, does this have anything to do with the disposal of property?

Hon. Mrs. Scrivener: No.

Mr. Ruston: Okay.

Hon. Mrs. Scrivener: Well, it could.

Mr. Ruston: I'm wondering about—

Hon. Mrs. Scrivener: That's not the biggest part of our activities.

Mr. Ruston: I was looking through the public accounts and I was wondering—Keith Real Estate was listed in the 1974-1975 public accounts for \$361,181. I understand it is the real estate firm which disposes of property for your ministry, is that correct?

Hon. Mrs. Scrivener: Yes.

Mr. Ruston: In what way do you pick a real estate firm to dispose of your property? Is there a general announcement made so that any real estate firm that wishes to can put in some form of tender or recommendation as to how they would handle it and then you look them over? What way is this done?

Hon. Mrs. Scrivener: If you'll just give me a moment. We have something called the employee homeowner assistance plan. Can you just wait a moment, Mr. Ruston, please?

Mr. Ruston: Sure.

Hon. Mrs. Scrivener: Mr. Ruston, the employee homeowner assistance plan is something we have established to assist employees who are moved to various areas in the province on government business. This really has to do with location and relocation of families. Keith was the agent until this year at which time it was changed and it's now the Montreal Trust Co. That was established by tender.

Mr. Ruston: How do you tell—you tender out for a company to handle this. This would be selling the homes of people who are moving and so forth and you take on the responsibility of selling the home for them. In tendering for real estate, is this done on a real estate firm which may give you a competitive price for charging commissions or in what way do you pick out tender in that case?

Hon. Mrs. Scrivener: In terms of the sale of a house?

Mr. Ruston: No. In terms of your decision to pick one firm over another. When you tender, how do you handle that? What way do they tender on it, in other words?

Hon. Mrs. Scrivener: Are you talking about the sale of the individual house or the contract to operate the employee homeowner assistance plan?

Mr. Ruston: That's the one I'm speaking of.

Hon. Mrs. Scrivener: I'll ask Mr. Gray to describe it to you. That was done on a province-wide tender basis.

[5:00]

Mr. Gray: In the matter of Harvey Keith, it was tendered on May 8, and 11 tenders were received. His contract expired on March 31, 1976. The new tendering was done on Feb. 6 and 12 tenders were received. Montreal Trust was successful and its contract began April 1 and it's for a period of two years.

The tendering is done on a basis of three proposals. The employee has the right to enter the plan; if he goes, he goes to the agent, or a jobber for the agent. As you can realize, Montreal Trust are not affiliated throughout the province, but they have affiliate agents throughout the province.

The employee enters the plan, an agent for Montreal Trust will discuss it with the employee to explain the plan to him. If he decides to enter the plan, he will get an appraisal done, the employee will get an appraisal done, and the guaranteed purchase price is the mean of those two appraisals. If the employee is satisfied with that price, he will enter in a contract that that would be the guaranteed purchase price of that contract. From then on, the property is listed for a period of 90 days, it is listed for 30 days, and is something above the guaranteed purchase price, which is normal. At the end of the 90-day period, if the home is not sold, the agent will purchase it in trust for the government, so the employee will then receive his funds. The agent then will continue to attempt to sell the house at some price. Some prices we make a profit on; some houses, we lose.

On those three proposals, the 11 firms make a bid, it is a matter of the amount they are going to charge us for commission, the amount they are going to charge us for property management, the amount they are going to charge us for legal fees to take over the home. All those bids are analysed and we pick out the most economical of all those bids. That is the way that Harvey Keith was awarded the contract in 1974 and Montreal Trust was awarded the contract in 1976.

Mr. Ruston: Thank you.

Mr. Chairman: Item 1, vote 802, agreed to? Carried. I had several people who stated they would like to speak on item 1 and then decided that they wanted to speak on 2, so I will call them in the order I have them listed here. Mr. Cunningham is first.

Mr. Cunningham: Thank you.

Mr. Davison: Mr. Chairman, is it not normal for the official opposition to lead off?

Mr. Ruston: No.

Mr. Martel: Since when—

Mr. Chairman: In many cases, it works out that way. I did have a list here, though, of people wanting to speak on item 1, and then two in particular stated, when we kept it confined within 1, that they wished to speak on 2.

Mr. Cunningham: Well, Mr. Chairman, to facilitate the representative of the official opposition, I would gladly let him go first.

Mr. Chairman: Fine, thank you. Mr. Davison?

Mr. Davison: Thank you.

In the allotment of \$90,388,100 that we have here, does that include money that is being spent on furniture and furnishings and equipment?

Hon. Mrs. Scrivener: When that furniture and equipment is being used for the finishing of a new building.

Mr. Davison: Does that also include money spent on plants for that building? Tropical plants?

Hon. Mrs. Scrivener: Yes, if open landscaping is part of that—

Mr. Davison: And landscaping? Does it include money that is being spent for interior decorators?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: Could we have some sort of a general breakdown on the amount of money you're spending in this vote on furniture, furnishings, equipment, tropical plants, landscaping and interior decorators?

Hon. Mrs. Scrivener: I don't think that's a reasonable request, Mr. Davison. That would take us about two months to put together. I mean, when you consider the number of buildings that we administer in this province, and the amount of maintenance, it would really take up a lot of man-hours to provide that information.

Mr. Davison: The reason I'm raising it is that there are two I am particularly concerned about and considering that we are in a period of restraint and constraint, I find it, as so many of my constituents find it, very odd that government spends money on things like tropical plants. There are rather expensive ones I've noticed around the hallways in the legislative building.

I would also like to know about the sort of money that goes to other frills, like interior decorators. I understand the necessity of purchasing furniture. It is very difficult to operate an office building if you don't have anything to sit on and if you don't have anything to write on. But I am not sure that I understand the need of hiring interior decorators and the need of spending large amounts of money on tropical plants.

Hon. Mrs. Scrivener: In the first instance, I would tell you that we have some of this done in-house. This is true of interior design especially, because it is an ongoing thing when we are maintaining and refurbishing that it should be done with dispatch, efficiency and in good taste. We just maintain a very small in-house group of people to do that kind of work.

As for tropical plants, the fact is that it is now considered to be a lot cheaper—I am just looking for a particular piece of information to give you some facts and figures—to do open landscaped design and to use plants than to establish partitions which are not very easily moved, which are quite costly to erect and which sometimes make a very rigid design for the use of a particular ministry.

Let me give you an example. This has to do with office landscaping for the MTC building in London. The provision of office-landscaping plants in various government-owned and leased buildings occupied by government is a way of reducing the cost of adjusting the space as organizational—

Mr. Chairman: Excuse me just a moment. There seems to be a number of private conversations and it is difficult to hear the questioning and the answering.

Hon. Mrs. Scrivener: It is a way of reducing the cost of adjusting the space, as organizational and other changes in government staffing take place. Since the changes can be made in an office-landscaped environment with comparative ease, as compared to the cost of demounting and reinstalling of ceiling-height partitions, the furnishing of such open landscaped offices is usually a little more costly than more traditional layouts, but economies are gained over a period of time.

Insofar as the tender call for the maintenance of the plants at the London building is concerned, the contract was awarded to the low tenderer in the amount of \$10,061.76. The maintenance requirements are generally in accordance with the standard practices for the types of plants used but they are usually less than the cost of partitioning.

Mr. Davison: For one building, \$10,000 in plants?

Hon. Mrs. Scrivener: Yes. But the comparable cost in partitioning is very steep and, in addition to that, then you have all the problems of lighting. You have much greater latitude with open landscaping. That is why it is so popular in today's office buildings.

Mr. Davison: Are you suggesting that you are only using tropical plants instead of partitions?

Hon. Mrs. Scrivener: You say tropical plants—any plant used indoors?

Mr. Davison: In the legislative building could you give me an example of where I would find tropical plants or any kind of plants being used indoors as partitions? I have trouble visualizing what a partition of plants looks like.

Hon. Mrs. Scrivener: They have been used, I know, in days gone by in the dining room and I know that they have been used in some offices. In this particular building plants are brought here from our own greenhouses simply for decorative purposes because this is our principal building. This is for the pleasure of the public and the people who use this building.

Mr. Davison: In the legislative building the plants are being used for decorative purposes, right?

Hon. Mrs. Scrivener: Most definitely. Just as we landscape the grounds. Would you have it otherwise?

Mr. Davison: I think that on the floor where the NDP offices are, if it would save the public some amount of money we might be willing to give up our plants and bring our own in to work and put them on our windowsills. I think we could do with a little hard-ship.

In a time of restraint I find it difficult to believe that we could be closing down hospitals and ripping the guts out of our social services delivery system and still be spending thousands and thousands—and I guess I'm not going to get the figure on how much we spend—on plants. You find that to be a reasonable sense of priorities?

Hon. Mrs. Scrivener: I think this is something that has simply grown because there has been a kind of demand—a demand created by the members themselves over a period of time. In the past this building was decorated to some degree with plants and you see them around in the small planters in the main halls and upstairs and so forth. Sometimes these plants would disappear and they would then appear in members' offices and gradually the message was borne in upon us that members like flowers too.

Mr. Cunningham: Not in the NDP offices.

Hon. Mrs. Scrivener: In response to that, some flowers, some plants, are made available. I think it's a matter of lifestyle today and I'm not trying to justify it. I'm only saying members are human beings and they like plants too.

Mr. Davison: I understand that we like plants, but—

Mr. Ruston: We want to have something to talk to, you see.

Mr. Davison: —in a building like the Legislature, you are talking about it being a showplace rather than using your plants for room dividers. Would it not be possible to consider maybe making it a showplace of native Ontario plants, that you could maybe get free of charge from your colleagues in the Ministry of Natural Resources? I just don't see the need for the amount of money we're spending on decoration like that.

Hon. Mrs. Scrivener: Well, it's a suggestion.

Mr. Davison: I take it you're not going to give me any sort of figure on plants?

Hon. Mrs. Scrivener: I can't.

Mr. Davison: Like \$10,000? Is that representative for the building?

Hon. Mrs. Scrivener: I can give you one figure here. I think we've made an estimate that our total for indoor plants is \$72,000. That's plants and flowers.

Mr. Davison: So, in one building we have \$10,000 and in the rest of the province in all of your other buildings a total of \$62,000.

Hon. Mrs. Scrivener: We don't have indoor landscaping in every building. It just depends upon the buildings.

Mr. Davison: So, for the entire Province of Ontario you have \$72,000 worth of indoor plants.

Hon. Mrs. Scrivener: And I would think that would include the maintenance of our greenhouses as well.

Mr. Davison: And that includes your greenhouses?

Hon. Mrs. Scrivener: I would think.

Mr. Davison: All of your plants?

Hon. Mrs. Scrivener: Yes, that's the total cost. It's \$71,968 and that includes the planting, the growing, the fertilizer, the gasoline, the salaries, the works.

Mr. Davison: Not just for the greenhouses but for all of Ontario's—

Hon. Mrs. Scrivener: That's the whole, total operation for the province. Yes.

Mr. Davison: It's surprising that you have \$10,000 in one building and \$72,000 for the whole province.

I find it difficult to talk about anything like furniture and make any sort of a rational judgement on furniture, furnishing or equipment or interior decorators and so on and so forth—

Hon. Mrs. Scrivener: I gave you my costs earlier.

Mr. Davison: —when we can't see what's been spent. We're just approving \$90 million for capital construction; \$90 million isn't necessarily for building buildings. You don't have any sort of a rough estimate on what we're spending on furniture and furnishings and equipment and so on and so forth?

Hon. Mrs. Scrivener: I'll ask Mr. Pencak.

Mr. Pencak: We could answer that in very great detail. We could provide—

Mr. Davison: I don't want to put 400 people to work for six months.

Mr. Pencak: No. On each project, if I could explain, we do have the exact amount that is spent on furniture, the exact amount that we spent on any interior decoration.

[5:15]

Mr. Davison: Is that the difference between the estimated project cost and the contract price?

Mr. Pencak: That would be in that area, yes. There are other items in that area. You couldn't pull that out and say the difference is just for interior decoration or furniture. There are all sorts of items. On each project we have all items identified.

For individual projects we have the figures but to group them as such we couldn't even suggest a percentage because in each project that could vary considerably. We do have that information. To put it as a lump we would have some 715 projects this year to go through to pull that out.

Mr. Davison: I understand the difficulties. For example, could I have the figures on the MTC building in London? That sounds like an interesting one.

Mr. Pencak: We could get that.

Mr. Davison: And maybe one or two other representative buildings so that I can understand what, out of this \$90 million we are voting, is not being spent per se on capital construction. It's difficult to operate like that.

Could you give me an idea, aside from furniture and plants and such, what is included in the difference? Generally.

Mr. Pencak: Generally, in that area we have the architect's fees. We also have furniture, furnishings, special equipment, architect's fees. We have allowances for soil tests and other tests. We also have special consultants as may be required; that varies from project to project. Allowance for extras; allowance for changes which may occur on the project during construction. Basically those are the main areas.

Mr. Davison: What is the last thing you mentioned?

Mr. Pencak: Allowance for changes.

Mr. Davison: What does that mean?

Mr. Pencak: For example, you can start excavating for a project and all of a sudden you may get a condition we were not able to discover previous to the start of construction, in which case there is an allowance for blowing up a rock or pumping out the water or whatever the case may be.

Mr. Davison: Everything in the estimated project cost is not necessarily spent?

Mr. Pencak: No, not necessarily.

Mr. Davison: We wouldn't really get an idea of what is spent on all these extra things by simply subtracting?

Mr. Pencak: No.

Mr. Davison: No.

Mr. Pencak: Of course, most of these are estimates. We would not know until we had completed the project exactly how much would be spent on a given project.

Hon. Mrs. Scrivener: It is the estimate to support the capital construction programme.

Mr. Davison: Do we publish the end result somewhere in all of these documents?

Hon. Mrs. Scrivener: Yes, we do, in the blue book.

Mr. Davison: This book?

Hon. Mrs. Scrivener: And in the annual report. That's the white book.

Mr. Davison: Yes, I've got it right here. In the annual report you show the difference between the contract price and the price it

has cost for all the things like the furniture and appliances, interior decorators and such.

Hon. Mrs. Scrivener: Yes.

Mr. Davison: Okay. Thank you very much.

Mr. Cunningham: In 1971, in the election that took place then, the last year's Minister of Government Services announced during the course of the election that there was going to be a training centre in Bronte, Ont., a sports pavilion thing.

Naturally, some of us looked upon it in a somewhat cynical fashion, saying that an announcement at such a propitious time would be, as Mr. Martel would have it, an election gimmick. I must admit that at the time I didn't really think it was going to cost \$33.89 million, which is what I see listed in the major projects completed in the past two years or in progress, I guess, in the publication you very kindly put out for us. I find it very informative.

I note that this year the expenditures in that regard are going to be \$900,000. That is for the year 1976-1977. I wonder what the \$900,000 is for and where we stand as far as the \$33 million is concerned. Where are we going with this project? Given that it is now five years after the announcement, I'm just wondering what the situation is on this place. Is the \$900,000 for upkeep or what is it for?

The other thing—would you care to reply at this time?

Hon. Mrs. Scrivener: Yes. That's partly for upkeep but it is also under design at this time and is going to tender later this year, in the fall. We'll have a later tender start probably, so we won't probably take up the total, but that is what it's for.

Mr. Cunningham: Do you still anticipate spending \$33 million?

Hon. Mrs. Scrivener: Ultimately, but that's over a long period of time.

Mr. Cunningham: That is nice to know. The other question I have relates to—

Hon. Mrs. Scrivener: It's got a completion date of something like 1985.

Mr. Cunningham: I'm sure it's an admirable project. I'm not sure if you know how many people live in Bronte. It seems to be, from my point of view, a little exorbitant an expenditure for an area which is not populated by that many people, nor do I think is going to grow all that rapidly. Pos-

sibly, such a project, if in fact we need such a project, would have been more aptly suited for possibly the city of Hamilton.

Hon. Mrs. Scrivener: I do think it's intended to serve the whole of the province, you know.

Mr. Cunningham: Oh, is that the function?

Hon. Mrs. Scrivener: It's not meant to be a local centre.

Mr. Davison: They provide free transportation from anywhere you live in the province.

Mr. Cunningham: Very good. If they're spending that kind of money I'm sure they can afford it.

The other question I have relates to a statement made by the member for Scarborough Centre (Mr. Drea) in the Legislature on March 30, wherein he suggested that the raison d'être for the location of a \$10 million courthouse in that area related, in fact, to the wisdom of his constituents in their ability to choose a Progressive Conservative candidate over somebody of another party. I'm just wondering, if in your opinion, Madam Minister, this is really government policy, because I must admit that while some of us in the opposition cynically would be inclined to think, with basis or without, that hospitals are closed in ridings where Liberals or NDPs exist and that certain projects take place in ridings where the members of the government party reside, I think very few of us would be inclined to ever state this or espouse this publicly unless we were given some basis for it.

Mr. Drea's statement of March 30 causes me to think that there is some credibility to that kind of generalization when, I want to tell you sincerely, that I did not have—

Mr. Drea: It's an NDP riding.

Mr. Cunningham: Oh, I'm sorry.

Mr. Drea: You had better check your geography, son.

Mr. Cunningham: I was just checking Hansard of March 30.

Hon. Mrs. Scrivener: In any case, Mr. Cunningham, it is the government's policy to decentralize justice facilities in Metropolitan Toronto. We've announced it now for Scarborough and have announced the site. We have a site now in North York, and sometime in the future we hope to be able to announce sites for the westerly sector of the city as well as the central sector. We could

be called south. When we've done that this will put the whole thing in place.

This is in place of a proposal which had originally been agreed upon for a \$60 million justice centre in the downtown of Toronto. We decided that this was really not going to be the kind of service we wanted to offer, so that plan was scrapped and the new plan put in its place.

Mr. Cunningham: Fine. Thank you very much.

Mr. Gregory: Madam Minister, for a while, and, speaking as a citizen at the time, it seemed that the government buildings were springing up like mushrooms for a long period of time. Of course, we have a new situation today. First of all, the restraint programme, naturally; and, secondly, and most important, the very high cost of construction today.

Construction seems to be a high-cost item; higher labour costs, and so forth, plus very high land costs. It seems to me it's more important today than ever before that controls be used so that we get the maximum utilization of space. Can you tell me what plans there might be? Is there any ongoing plan or any study to make sure we're maximizing this utilization with the view to possibly eliminating or avoiding large expenditures on future construction for government purposes?

Hon. Mrs. Scrivener: The fact is that construction costs have been very difficult to control for anyone who was in the construction business in the last few years. I guess you know that up until last year costs were increasing at the rate of about 1½ per cent a month. This seems to have levelled off now, and it is really a little easier to make hard estimates than it was. But we still have 30-day limits on tenders that we call, because there is still that much nervousness in the industry about what will happen to costs if we dwell too long on a tender.

In terms of how we control costs, we work very closely with the ministries we serve and we do a great deal of pre-planning. That is the role of Mr. Pencak and Mr. Browne. We do a great deal of research and planning before we undertake a project so as to avoid the costs of change after the job is rolling, because every time somebody says, "Hold it, hold it, I have got a better idea," that is costing money. So we try to take all the bugs that we can out of the design before we finally get the thing under way.

I think at this point I will ask Mr. Pencak to comment on architectural controls, because that is where the real grip comes on how we limit construction costs.

Mr. Pencak: Mr. Chairman, to explain this very briefly, we go through a system of staged estimates. As the project gets developed a little further, we provide another estimate at a given stage. We also try to schedule the project very closely since the tender call date affects the cost of any project. With our client ministries, again we try to keep the requirements down to a minimum.

Initially, we create a programme of architectural requirements on which we develop a budget estimate, which in turn is given to the designer, be it in-house—done by our own staff—or an outside consultant, who then treats that as a bible for this project and adheres to both the requirements and the budget.

If there are any changes introduced by the client ministries, we try to make it rather difficult; the client ministry has to come up with various justifications for any revisions, particularly when it may affect time or costs. Of course, if it is done in reverse, I am quite happy. And this process is repeated at various stages in the project.

Hon. Mrs. Scrivener: I don't know if we have answered your question, Mr. Gregory.

Mr. Gregory: You have answered one part of it. What I was more interested in was the space utilization of what we have. Has there ever been—if so, how recently or how often—or will there be a study of the space that is owned by the Province of Ontario and under your particular administration, to see whether we are making the best use of this space? Are we catering to wants of ministries and civil servants, or are we really dealing with the needs?

Hon. Mrs. Scrivener: This is an ongoing procedure. It never stops. Every month we take totals and make comparisons. I get a sheet like this one on my desk every month; and after a while, when you get used to reading them, you sort of know where you are at with it. For the first two or three times it is a new experience. This is why I was able to answer Mr. Davison's question a little earlier about the availability of space in Metro Toronto at this time.

We have a pretty fair idea of what we have got, and we keep running totals. This is part of our management by result programme that I discussed on Thursday, because, of course, space is of great importance to us. Having space available for expansion or new needs and uses is one thing, and that is why a three per cent vacancy rate is a desirable level. Having space coming free and being able to plan for that space is important for us; having space where we know a lease

is coming up and perhaps being able to phase it out is also important for us.

So we're always pre-planning our space. We think we can stay one jump ahead of the requirements and keep it down so that we don't have too much available at any time.

[5:30]

Mr. Gregory: If it was planned that there should be, for example, a new building built—a new office building for whatever—as part of this planning, do you re-examine the space that is being used to see whether it is being utilized properly? For example, the New Democrats' offices might be too big or some such thing, or they feel they are or some such thing as that. Do we look at these things and maybe cut the New Democrats down in order to provide for something else? I'm making a ridiculous example.

Mr. Davison: Like Conservatives?

Mr. Drea: You wanted the offices, you got them.

Hon. Mrs. Scrivener: Most definitely we do evaluate and we have a very clear idea of how much space is required for various functions and uses, and this is also a part of the ongoing evaluation programme. When a ministry says we need to consolidate, or we need to expand, or we've got a new use and we want to phase that out and undertake something else, we've got experts in our ministry who can evaluate and come back and give us very clear-headed reports.

Mr. Gregory: In the city of Mississauga there is a core study under way, and the mayor of that city—who happens to be of another political persuasion—is going as part of a selling technique to sell this core the thought that the provincial government will be glad to move in and take over some of this space in the city core. Has there been any overture either way, from the province or from the city?

Hon. Mrs. Scrivener: Certainly not to me. I'm not going to put a statement on to the mayor, especially when he has had no contact with the ministry, but it is a fact that when people have space, the first tenant they think of is the Province of Ontario. I have to say that, in the main, we're not likely to be the first tenant because we're very chary of expansions of this nature and we limit them. I think, though, before I go on I would like to ask Mr. Browne to comment, because he is our director of planning and research. This is entirely his bailiwick.

Mr. Browne: You mentioned office sizes and this type of thing. I would like to in-

dicating there is a system of office size standards that we do follow consistently among ministries, etc., and whenever there is a change—let's say some alterations because of a reorganization within a ministry or a consolidation of a ministerial head office at one extreme, versus a need for the accommodation of, let's say, four or six people in a small centre in northern Ontario—those needs, those requirements, in terms of people space and special requirements, filing areas, reception areas, etc., are analysed in relation to the standards that have been approved by Management Board. The amount of space that we lease, say on a new lease or a relocation for a lease—or let's say, we are changing offices, etc.—we do this consistently and what results is something that conforms with standard and has been analysed in this regard.

Mr. Gregory: Thank you very much.

Mr. Ruston: These are all buildings that you build yourself, and I think I want to get on to leasing. I was just going over the books of 1975-1976 and 1976-1977 projects completed in the last two years, and there is another list of projects under construction. It is a little hard to try and figure them out as to the total costs. I saw in 1975-1976 there was \$67,617,000 that was budgeted in 1975-1976 of actual payouts. I assume these are actual payouts. I would expect that's the blue book there.

Then I looked at the one for 1976-1977 and saw major projects completed in the past two years and funds expended to Jan. 31, 1976 which comes to \$51,694,000. I understand that these are only partial payments so they don't come to any particular figures that are shown here.

Your estimates are for \$90 million for this coming year. Do you have any closed-off figures for 1975-1976 as to what they actually did come to?

Mr. Thatcher: We haven't got the year-end close all finalized as yet.

Mr. Ruston: That's okay then. I'll go on to leasing. I have nothing else there.

Mr. Drea: I notice that in capital construction the tendency tends to be away from the old-fashioned public works type of operation, where at one time years ago we actually built the facility and then we went into putting out tenders for other people to build them. In the light of everything, is the policy going away from the tradition that government acquire the land and then government arrange for the tenders, so that government did the whole thing all the way up? The reason I ask

that is in private development now that's almost passé purely on capital grounds.

Hon. Mrs. Scrivener: We've gone through several trends. Basically I think they are a reflection of time and need. In the old days government even did its own building. I agree with you that to a very considerable degree being our own contractors is passé. A year ago or even two years ago we were involved in a lease-back system, a lease purchase system, and that really was simply to lighten the capital demand upon our Treasury.

We've used a system of purchase and construction under management construction techniques and that has its uses. I think it's something that we will continue to use on occasion as it is required. But I think we really do prefer to tender out and take bids on a tender and work perhaps through an architect or through the architects in our own office, if we are doing in-house designing, and work that way because it's a little more intimate. We feel we have better results and are a little closer to it. Is that a fair statement?

Mr. Pencak: Yes.

Mr. Drea: I understand that but let's go beyond that. Should we be doing this at a time when capital, particularly public capital, is of some priority in Canada—I'm not talking about restraint programmes or anything else—and in the foreseeable future is going to be a priority, regardless of what level of government is going to be in there?

In the late Fifties and Sixties when direct capital became somewhat difficult for private industry to obtain in terms of various tight money operations, the private sector used to go the traditional route. They would buy the land and then they would arrange for it to be built on and then operate it, meanwhile tying up all kinds of capital over whatever span it was—20 or 30 years—until they began to get their money back.

They moved out of that. They let somebody else buy the land. If the land was available, they merely treated it as an annual operating cost, which in terms of the operating cost may have been somewhat higher than if they had operated it themselves. But nonetheless, the capital and the interest were saved and, furthermore, at this time it would seem to me that this would be somewhat desirable over the next decade or so when there are enormous requirements for public capital for very vital services.

One of the things, of course, is hydro. There is an enormous need for public capi-

tal, four-fifths of which, at the very least, has to be raised in the public market under government name. There are going to be enormous requirements in other areas. The availability of capital is going to be somewhat restrained by virtue of the crossover point coming in the Canada Pension Plan in terms of public capital. And there is a great need across Canada, of course, for the generation of capital.

I'm just wondering if any thought has been given to this type of thing. It's somewhat unconventional for government, I suppose, not to operate its own building.

Hon. Mrs. Scrivener: We're thinking about the financing of our construction projects all the time and we have undertaken a variety of systems in order to complete these projects over a period of time. I think I'll ask Mr. Thatcher to comment on your question.

Mr. Thatcher: There are several methods that we do employ in doing this. We will occasionally have a building built by a private owner for our needs. In that case we just become tenants but we become tenants in a building that has been designed to suit our needs. In other cases we'll use a lease-purchase arrangement so that instead of renting for 20 or 25 years and never owning the building, at least at the end of this period we would become the owners of the building. I think that's probably better if we know we're going to be occupying it for a long period of time.

Hon. Mrs. Scrivener: It doesn't always suit us to do that.

Mr. Thatcher: No, it doesn't always suit us to do that. We have variations on this. In the private sector, another commonly used method that we haven't used is for the organization that needs the building to buy the land, have it designed and built and then sell it and rent it back from the company which has provided the money. But in all of these cases there's still the same amount of capital that has to be found, whether it has to be found by the government or whether it has to be found by the entrepreneur who's going to provide the accommodation. If you're going to build new accommodation you have to find the capital to do it. So it has the same effect on the capital market, basically.

Mr. Drea: Well, perhaps not necessarily on the ability of the province to borrow or on our credit rating.

Mr. Thatcher: True.

Mr. Drea: All right, we'll come to that then. I presume you almost have to design new protective techniques, because under the old system and the conventional system it's a tender; it's open to examination. If we want the building built and we have the architects and so on, that would seem to me very simple that general contractors put in tenders and virtually everything can be compared. It would seem to me in the other direction that it is somewhat more difficult.

Mr. Thatcher: Yes it is. We prefer, generally if we're going to do this, to use the public tendering system, as the minister said, with a general contractor organizing the work and giving out the subcontracts. We think it's more efficient in that we get a building completed quicker and at lower cost using that method.

If we use some of the other methods, as you say, we do have to introduce additional protections to ensure there's no informality in the way that the building is handled and the way the subtrade contracts are awarded and that sort of thing.

Mr. Drea: One of the problems is that for some peculiar reason the public believes that as long as something is tendered it is the most efficient, the cheapest and so on. When something isn't tendered—

It's almost impossible, I would think, on one of these rent-backs or purchase-backs to tender, because you have one owner of the land who is interested in that arrangement. You don't have three pieces of land side by side that people are interested in. Somehow, every time government gets into this there is a suspicion by the public, because it wasn't on a conventional tender system, that it isn't being handled as efficiently or as effectively as in the past.

Hon. Mrs. Scrivener: I think that's a fact.

Mr. Drea: I would take it we must have extraordinary arrangements. For instance, what I am talking about is when the Hydro building was built; by virtue of the fact it wasn't tendered there was a great deal of suspicion. The Hydro building now is probably the most efficient arrangement any Crown agency ever got into. It may not be for the owner; I am not too sure he is not going to be in the unemployment line one of these days.

Mr. Ruston: That isn't what we hear lately.

Mr. Drea: What isn't what you hear lately?

Mr. Ruston: Well, they are comfortably off; satisfactory, for sure.

Mr. Drea: Nonetheless, if we had gone to a conventional tender and built the conventional type of thing I doubt very much if we could have got \$4.30 or something a unit foot which is really unconscionable, I suppose, in a competitive market in Toronto—except that a Crown agency happens to have it.

Hon. Mrs. Scrivener: Another agency of another government tried to emulate it and it was not successful. Yes, that one is a bargain but I don't think that will be repeated. We pay pretty fair going rates nowadays. The only economies we can effect really are through design and our designs are pretty tough designs.

Mr. Davison: I have one brief point. In the 1974 estimates debate, the minister at the time, Mr. Snow—that was the last debate, I suppose, on the estimates in general—said he had an escalation factor of 1.5 per cent per month. Does that still hold or is the factor completely different?

Hon. Mrs. Scrivener: It has levelled off.

Mr. Davison: To what?

Mr. Pencak: Mr. Chairman, that was the rate of escalation for the last several years; presently it goes at the rate of approximately one per cent a month or less than that—something on the basis of 10 per cent a year. It has varied from 1.25 per cent, to as high as 1.5 per cent, back to, as I say, about one per cent at the present time.

Mr. Davison: What is the cause of the fluctuation?

Mr. Pencak: That is the market situation.

Mr. Thatcher: The volume of construction primarily. At the same time as the construction index was high, materials were in very short supply. There were long waiting periods and the suppliers of all of the major construction materials were putting their prices up. That was the principal reason.

Mr. Davison: It has absolutely nothing to do with the government.

Mr. Thatcher: No, absolutely nothing to do with the government.

Mr. Lane: I am concerned about delay in the administrative building for the OPP detachment at Manitouwaning. Last year the building they were using I believe became

unusable and I understand that Cpl. Pitfield and his family who were living upstairs in the building were moved to some other quarters for the winter. I think there was either a tender called or a request for bids sometime late last summer and I don't see any action on it.

Hon. Mrs. Scrivener: I think Mr. Gray will speak to this, Mr. Lane.

Mr. Gray: Yes, the matter at Manitouwaning is expected to be presented before Management Board on Tuesday and I hope very shortly afterwards, if approval is given, we would be able to proceed.

Mr. Lane: So it is getting to the point where we are going to do something about it?

Mr. Gray: I would hope it is right at the very end.

Mr. Lane: Thank you very much. The other thing that concerns me somewhat is that Mr. Kerr, I believe, when he was Solicitor General, indicated that the government had purchased property for an administrative building for the Mindemoya OPP detachment and it was hoped that the building plans would go ahead this year. I suppose the restraint programme has altered that. Do we have any intimation on the possibilities of Mindemoya? I understand you own the property which was formerly owned by T and C.

Mr. Gray: That is right. The property was owned by MTC. It was declared surplus and has been reserved for a proposed OPP detachment site.

Mr. Pencak: It is a rather low-priority project on a list of the Solicitor General's programme, C-5 as we call it, which is the fifth project on the third priority list.

Mr. Lane: So it has low priority at this time. The OPP there are crowded into a little two-by-four office in the community centre—I am not getting a lot of flak from them, but I am just concerned that we don't lose track of this project and that—

Hon. Mrs. Scrivener: We have got to have a list.

Mr. Lane: —it won't be low priority too long.

Mr. Ruston: I ran across a press release at the time and I was going to ask about the Windsor project where Ellis-Don submitted the lowest tenders of seven bids received at

\$498,804 per annum, and the highest bid at the same time was \$792,000 per annum, and on expiry of the 25-year lease the building will belong to the province. This is what I was going to ask about.

Of course, I realize the purpose of it is as Mr. Drea said—and, I think, Mr. Thatcher—to avoid the province going into the money market. In fact, someone else goes into the market but it doesn't interfere with the borrowing of the province. But I suppose when you are assessing these and figuring out their cost you must also look at it as if you were borrowing the money and had to pay 10 or 11 per cent.

I am sure you must have people in your ministry who figure it out and if it does seem high, then would you not go back to the minister and suggest — and she would, of course, convey it to the cabinet—that by doing it this way we are in effect maybe paying out considerably more and it is costing us more than if we built it ourselves?

I suppose it is a fine point there someplace that where the private people are borrowing the money they must be borrowing it from institutions as well, because if they got a lease for 25 years, then of course, naturally they can borrow the money on the lease. They don't really have to have that much money so they can borrow wherever they can get the best rate. I am just wondering if you do— I presume you must—I am just wondering how you check that out.

Mr. Thatcher: Yes, we do an analysis and, as you say, a private developer can get money at a pretty favourable rate. First, he has a signed lease with the government and, second, the government is a very good credit risk for him, and at a time when there is investment money coming into Canada from various sources, he can frequently get a very favourable rate and build a building that is quite economical.

As was discussed earlier, it does have an effect on the provincial budget, and depending on any particular year and the other requirements to be met out of the Treasurer's budget, we would do more or less of that type and less or more of the normal capital construction.

Mr. Ruston: Okay. Thank you.

Ms. Bryden: Just one question. I am sure this has been asked in the estimates many times before, but have you considered charging each ministry for its accommodation so that they might perhaps tailor their demands to their own budget and be under constraint as far as asking for accommodation?

Hon. Mrs. Scrivener: Yes we have. We charge for services and we have very seriously considered the possibility of charging for accommodation but we haven't done it yet. It is still something that is under consideration. We haven't forgotten it.

Ms. Bryden: Yes. It seems to me there are arguments on both sides as to whether you need a central organization, central planning; but each ministry might be much more aware of the cost of accommodation if they were charged.

Hon. Mrs. Scrivener: Yes. It is a fact. I agree with you, it is a constant reminder when you always have to pay a rental bill.

Mr. Chairman: Shall item 2 carry? Carried.

This might be an appropriate time to adjourn for the dinner hour. I'd like to remind the committee that the committee did decide earlier that we would go back to item 5, vote 801, at 8 o'clock, at which time I believe the minister will bring in her recommendation as to whether she wishes to bring the ministers without portfolio before the committee. So, we will go back to that item at 8 o'clock.

The committee recessed at 6 p.m.

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Ministry of Government Services officials taking part:

Browne, G., Director, Planning and Research Branch
Gray, W. A., Director, Realty Services Branch
Mann, G. A., Director, Property Management Branch
Pencak, L., Director, Programme Management Branch
Silver, J., Executive Director, Administration
Thatcher, J. C., Deputy Minister

Ontario. Legislative Assembly



Legislature of Ontario Debates

SUPPLY COMMITTEE—2

ESTIMATES, MINISTRY OF
CORRECTIONAL SERVICES

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Thursday, May 6, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

THURSDAY, MAY 6, 1976

The committee met at 3:15 p.m. in committee room No. 2.

ESTIMATES, MINISTRY OF CORRECTIONAL SERVICES (concluded)

Mr. Chairman: I see a quorum. We are on vote 1402, item 2, care, treatment and training of adult offenders.

On vote 1402:

Mr. Stong: Mr. Chairman, you will recall that the last day we were here, we were discussing this same item and we heard comments to the effect that the rehabilitation programmes were much less than a raving success. There was also much discussion about psychiatric facilities, particularly in Millbrook. I would like to direct the attention of the minister to the Don Jail.

I know, of my personal knowledge, that the Don Jail for the last 15 years has been an institution about which there have been yearly motions made to the ministry to do away with it. But it is still there. Therefore, so long as it is still there, perhaps we should direct our attention to making that institution as acceptable as possible.

I have had the opportunity, not only as the critic for this party but even in my own private practice, of going through that institution. I have also had personal experience with the psychiatric facilities with respect to clients. My first question is, is Dr. Common still with the ministry in that institution?

Hon. J. R. Smith: No, he is not.

Mr. Stong: I might say that among the staff there with whom I have spoken, and among the criminal bar in Toronto in general, the psychiatric facilities and the assistance offered at the Don Jail are considered to leave very much to be desired, not only in terms of manpower but in terms of academic qualifications and of ability to meet the situations.

Dealing first with the complaints, as it were, from the criminal bar of Toronto particularly, and the Regional Municipality of

York specifically, it seems to me that as the bail law is being tightened, as it was last Monday, and as the onus now is placed on the offender who is out on bail and commits another offence to prove that he should be admitted to bail, and in view of the fact that many offenders are looking more to having psychiatric assessments done on them so they can benefit thereby when they come up for sentencing, the ministry is going to have to offer more in the system at the Don Jail than it is offering now.

As was mentioned on the last day we were here, there seems to be two different approaches to the psychiatric programmes that are available in the ministry. One is the programme that is available before trial and the other is available after completion of trial. It is to the one before trial that I would like to direct my attention first.

I recall that on many occasions before the bail laws were tightened, individuals charged with offences and going through our system would be looking toward obtaining private psychiatric assessment. But last week we got a directive from Legal Aid indicating that since it is not an open-ended programme, Legal Aid will no longer be covering psychiatric assessments except in very special circumstances. That means there is going to be more emphasis on pre-trial psychiatric assessment. Since that is going to be taking place at the Don Jail, there is going to be a greater load on those facilities at that jail. As the entire programme is tightened up, the emphasis is going to be shifted to that area. Clients are going to be looking toward the psychiatric facilities at the Don.

From my own experience, I can refer to the case of a young lad charged with murder who was not admitted to bail and who was assessed at the Don Jail by a doctor who was there formerly. I must say that my impression of that particular doctor was that he was very narrow-minded and did not give way to reason on many occasions. I am glad that he has been replaced, and I hope that the ones who have replaced him are more acceptable to suggestions from the outside, particularly when confronted by psychiatric reports from sources other than the Don Jail. Perhaps he

was overworked; we will give him the benefit of the doubt. But the fact of the matter is that when it came to court, he was very adamant, very narrow-minded, very stubborn in his stand. Even when confronted with opposing assessments from the clerk, he was very adamant in his own position. I really hope that as more emphasis is being placed on the Don Jail, out of necessity, and the psychiatric facilities available there, that the doctors and the assessors will be more amenable to those psychiatrists on the outside as well.

In speaking to the staff at the Don Jail, I am advised that it is not only the psychiatric facilities that are lacking. I had a tour of the fourth floor—which is basically the roof peak of that institution—and saw people in cages. There were no bars; there were cages made of screening. Men were held in those cages. It looked like something from the dark ages.

Now, I know we are short of facilities, but surely it must be unbearable in there in the summer time, up in that roof—the very peak. On the day that I went through—and my visit was announced—things were spick and span; everything was orderly. I wonder what it would have been like had I gone in there unannounced. And I wonder how far I would have got into the institution had my visit not been announced. I think that that particular floor should be closed almost immediately. It is completely unacceptable, from my position, to have human beings, no matter what stage of sanity they are at, being locked up in a web-like cage in that particular cell.

I think another problem with the Don Jail that should be rectified, and probably can be, is the problem of immigration. Those who are waiting for deportation are also kept in the Don Jail. They are kept in there behind bars and in the same accommodation, the same living quarters, as those who are charged with the most grievous offences. I believe this is one of the problems that the staff is having at the Don Jail.

I also am advised that one of the problems that the staff has noticed is that out of a particular section of Toronto the percentage of black inmates in the Don Jail has increased. The reason that it has increased, from their assessment, is that in that particular area of Toronto there has been emphasis on policing to the extent of over-policing. The black inmate was not so prevalent previously, but he has become more prevalent from that area. It is not, apparently, because of increased population in blacks in that particular area of Toronto, but because of over-policing—that is the terminology used. I am wondering if that ought not to be looked into before something happens

in there. We know we have overcrowding. When you have people who feel they are being picked on, then the ministry should take that into consideration as well.

We also talked the last time we were here about the rehabilitation programmes. I had the opportunity yesterday to visit the Bowmanville institution, and I must say that I was very impressed with it. We viewed the solitary confinement cells, and they were very different from those at the Don Jail.

The day that I visited the Don Jail there were three persons in solitary confinement and they were dressed in canvas bags. The facilities in those holding cells left something to be desired; namely, there was a hole in the floor. I think that that type of cell ought not to be used. I noticed that there was another corridor where cells were available and those cells were empty. They could have been used for solitary confinement, although they did not have the large, solid steel doors. The inmates in those cells could have been viewed openly by a guard. In the segregation cells in the Don Jail, I was allowed to look in but the guard checked first to see if the inmate had on the canvas bag. When I say a canvas bag, it was a white thing and it looked to me like canvas. It looked heavy like canvas as well and it was the most uncomfortable looking thing you could ever see. At least, at Bowmanville they wear pants and shorts and at night they are allowed to wear pyjamas.

In the Don Jail we might say they have their belts and all that taken away from them because they might tend to rip them up and strangle themselves but there is no access to bars, no access to racks and no access to light switches from which they could hang themselves. I am wondering if it is really necessary to have those in segregation in the Don Jail dressed in these canvas sacks.

There is one observation I made at the Bowmanville institution yesterday. I meant to ask Mr. Carter about that and I see he is here today. I noticed there was a single light in the segregation cell at Bowmanville and it was not controlled from inside the cell. It seemed to me, and I stand to be corrected on this, that that light, although controlled from the outside, was the type of light that could be brightened and dimmed. I am not sure about that, but that is what it looked like. I meant to ask him yesterday but we got talking about something else and I forgot.

If that is the situation, perhaps a light like that should be controlled from the inside so that there could be no suggestion of an in-

mate being deprived of privacy or sleep because of a bright light shining on him. It looked to me to be the type of light that could become very bright if the switch were turned up.

I must also say that by comparison the Bowmanville institution certainly did seem like a palace compared to the Don Jail. I know you are familiar with the problems of the Don Jail, but we are still living with it and these problems still exist.

As well, you are probably familiar with the coroner's verdict of February, 1976. I am just wondering if any of the recommendations that have been suggested in that coroner's verdict have been instituted at this time. I refer you to the verdict. It is an investigation into the decease of a Dennis Michael Hunt, who died on Jan. 16, 1976, at the Queen St. Mental Health Centre by asphyxiation by strangulation, and it was self-inflicted.

One of the recommendations made in here is that the hooks presently being used in the bathroom facilities at Queen St. be removed. I am wondering if that has been done. I know that that is probably not under your ministry but this is directed to you as well. I am wondering if there is any co-operation between the ministries in employing the suggestions and recommendations that were made.

They also suggested that the bathroom and washroom facilities be closely supervised. I am wondering if that recommendation has been followed. They again indicate that when an inmate is transferred to the Don Jail psychiatric wing a preliminary assessment be made by a qualified psychiatrist. I am wondering if the psychiatrist or the medical people on staff at the Don Jail are qualified as medical doctors in psychiatry.

The defence bar in Toronto is particularly concerned about this area and the reliability of the assessments that are made at that institution. Yet we are going to have to reply on them more and more because Legal Aid is cutting out psychiatric assessments and the cost of psychiatric assessments both on a private basis and from the Clarke Institute. With the tightening up of the bail laws, there are going to be more second offenders and third offenders being held in the Don Jail and being unable to attend private psychiatrists or psychiatrists at the Clarke Institute. If the emphasis is going to be on psychiatry and psychiatric assessment at the Don, it seems to me that provision should be made to upgrade that same psychiatric assessment and facility.

[3:30]

This report again deals with psychiatric assessment and they recommend that it be made within a stated maximum period of time in order to eliminate the necessity of further remands. I know from personal experience it was difficult to get psychiatric assessments done at the Don Jail without the accused appearing in the court at least three times before one was available. That is perhaps because of understaffing but, again, as the caseload grows there is going to be a greater demand and there are going to be people going to the court, and through trials, without the benefit of psychiatric assessment because the court is putting pressure on for early trials. So we have one ministry working against the other in this respect and people will be deprived of their rights if no cognizance is made of these recommendations.

The recommendations of this coroner's jury go on and it indicates that the establishment of an assessment centre is urgently required for forensic patients only. This also applies with respect to those who are facing trial in the court; pre-trial assessments not post-trial assessments, and not post-trial psychiatric treatment. We need it pre-trial as well. Although this recommendation doesn't direct itself in that light, I am asking the ministry to take into account that when a person is being held for trial in the Don Jail, that immediate attention be paid to psychiatric assessment, particularly when it is requested by either the defence, the Crown or the judge himself.

Those are the coroner's jury recommendations to which I wanted to refer and I refer to this coroner's jury, not because it is binding on your ministry, but because the recommendations in my mind seem to be applicable to your ministry and particularly in light of the situation that is developing as I have indicated—Legal Aid cutting down on making psychiatric facilities available, and bail laws being tightened.

We also discussed the other day community projects as alternatives to rehabilitative programmes. I am wondering if the ministry is aware of the Criminal Lawyers Association in Toronto and its co-operation with the John Howard Society with respect to a new proposal. This new proposal is based on a community service programme as developed in England in 1973, and it still remains in operation in England.

The Criminal Lawyers Association in Toronto, in co-operation with the John Howard Society, has come up with a recommendation—and I am not sure how much the ministry is aware of this or how much it is prepared to assist, but the idea of this pilot project is to assist certain offenders in certain categories of serious crime. These offenders would ordina-

rily go to jail as a result of their criminal activities. Under this pilot project, the John Howard Society would be in a position to take control for guidance of this particular offender and have him placed in a voluntary programme of service in the community.

The John Howard Society is prepared to find work and to provide the supervision. The Criminal Lawyers Association has also indicated that for this pilot project, six defence lawyers would be initially responsible for the co-operation with the John Howard Society and they would co-operate with that society in speaking to the judges who would be asked to place a person in this type of a programme.

The programme will be designed to assist first-time offenders who would be convicted of non-violent crimes and non-drug-related offences. The type of offence which could be considered eligible for this type of project could be any type of white-collar crime; theft or possession of goods over \$200; dangerous driving; criminal negligence and such other offences as might be committed by normally law-abiding citizens who have good roots in the community.

There are many of that type of individual appearing before our courts daily. They come from good families but they have become involved in this type of an offence. Ordinarily, because of a position of trust, because of a fiduciary relationship between employer and employee, the courts are prone to give these offenders at least short terms of incarceration, if not long terms of incarceration, depending on the seriousness of the offence.

With respect to this pilot project, it seems to me to be a good alternative to some of the projects offered by the ministry. I know the minister has indicated that he would like to see alternative rehabilitative programmes initiated in the community. This is one instance in which something concrete is being proposed by those of us who ordinarily have not followed our clients beyond the courtroom doors. Now, we realize our responsibility and are willing to accept it and co-operate with the John Howard Society.

I know the John Howard Society is going to be discussed later on but since we're on this vote, 1402, care, treatment and training of adult offenders, I'm wondering how much weight and how much credibility the ministry would lend to such a pilot project being offered by the criminal lawyers of Toronto in conjunction with the John Howard Society?

My other remarks I will make as we get along to the other points in the estimates but those are basically the points I wanted to make at this point on this vote.

Mr. Chairman: Does the minister wish to reply to that?

Hon. J. R. Smith: Yes, Mr. Chairman. Mr. Stong has raised a number of points. I know he experienced the same feelings that I had on the first occasion I visited the Don Jail. My first official visit which was last October was an overwhelming and shattering experience, not so much, I found, because of the antiquity of the building but by the sheer overcrowding. Undoubtedly, there will be no real relief until amendments to the Summary Convictions Act are introduced and passed and/or the two new detention centres for Metropolitan Toronto are operational.

I would like to go quickly through some of the points you raised. I would ask Mr. Hughes to elaborate further on them. There's been an improvement, I think, in the psychiatric services at the Don Jail. The bed capacity of the psychiatric unit has increased from 10 to 36. Three full time psychiatric nurses were added to the staff and a team approach has been set up with a psychiatrist, a clinical psychologist and a full-time psychiatric social worker. The latter is presently being selected. We're anxious to improve the psychiatric component of the service through extending the service contract we have with the Clarke Institute of Psychiatry. We've been engaged in discussions with the Clarke Institute's senior staff to that end.

In conjunction with that, there is also the matter of a deputy and others from this ministry on a committee working on the proposed forensic court clinic which is also direly needed.

I agree on the matter of the cages. I think that's basically a corridor. It's a very secure facility but it was built in an age when there was the bars and cage concept of detention. There will be much different emphasis placed in the two new detention centres, where I understand there will not be the bar containment idea.

On the immigrants: This is a degree of detention that seems very, very severe. People are picked up, I suppose by immigration officers and the RCMP. They are in there on a regular basis. Now, with the new, tighter immigration procedures, there are a good number of these people. We, quite frankly, have all we can do to cope with the overcrowded facilities without these people. Perhaps this is an area that should be worked out with the federal government. We should have a facility or a correctional resources centre of some sort where these people could be housed. Similar overcrowding exists at Brampton as well from the International Airport.

I have no figures on colour. We do not keep a record of people by colour in the Don. It is not an aspect I have noticed. The thing that appals me is that the vast majority of the inmates are Canadian-born. It really riles me sometimes to see so many people appreciating the country in which they are a citizen.

In solitary confinement, they do wear this clothing. Not all people in solitary wear it. It is for those who are considered, perhaps, a risk. I agree it is basically a canvas bag-type nightgown, so they can't shred it or rip it apart.

I might say, though, that inmate in particular, who had been in there many months when I last visited that area, was in on his own request for protective custody. He waited almost a year and refused even to set foot as much as a step outside of his cell. That was a pathetic situation.

The light switches on basic premises are on the outside so that when they are checked on a regular basis they can turn the light on to see if they are all right.

Regarding the coroners' inquest, that does concern the Ministry of Health. Our hooks do collapse if somebody tries to hang himself on them. Showering and washing areas are closely supervised.

I endorse the concept to which you refer—that of the Criminal Lawyers Association. When Mr. McMurtry brings forth his amendments to the Summary Convictions Act, we are ready to go with programmes in that direction. Such programmes, of course, are now a part of the scene in Saskatchewan and I think they have a very positive and rehabilitative role rather than just straight punishment for certain classifications of crime. It would relieve the overcrowding.

I don't know whether it is the adult or juvenile division, but there is a small pilot project under way in my home community in one of the orthopaedic wards of the hospitals where young people are assigned or sentenced, if that is what you call it. They do therapeutic and other work on that ward with the orthopaedic patients. Whether it is in the field of social services or conservation or whatever, I think it is a better form of punishment. It is constructive. There are some young people in the Don, for example, who could not pay small fines for accumulations of tickets for which they can't pay.

I would like now to ask Mr. Hughes—

Mr. Stong: May I just interrupt—

Hon. J. R. Smith: We're prepared also to provide probation staff for the John Howard

Society if and when this change comes about. We are prepared to work with them.

Mr. Stong: Are you aware of this pilot project that these two bodies are proposing?

Hon. J. R. Smith: Not personally aware, but the ministry is.

Mr. Stong: And do you anticipate any funding or any co-operation?

Hon. J. R. Smith: As I say, we have said we will provide the probation staff so the programme can operate.

[3:45]

Mr. Stong: All right. With respect to these cages, you know when I went through that institution, we were in a hall and we looked past the bar and these people were in cages behind the bars.

Hon. J. R. Smith: It's called a corridor.

Mr. Stong: Right. Why can't something be done immediately to get those men away from that roof? There must be other facilities where you can replace them immediately, take them to; somewhere in Ontario. It must be almost like hell up there in the summer-time.

Another thing; in another section of that fourth floor, where the men weren't in cages, we walked along this corridor and we came to the cell bars. They would crowd over to the bars in a crowd looking at us. They seemed so docile; now I don't know if they were or not, but they seemed docile and inquisitive. It is not like down on the other floors where those who are charged with offences are being detained. These men up on the fourth floor seemed apparently to be docile, and it occurred to me that they ought not to be on the fourth floor, they should be somewhere else. I am just wondering if there are no facilities that could be used to house these people immediately.

Also, the immigration is a problem that I think should be dealt with immediately. Those people are not criminals, and they are being detained with criminals or with those charged with criminal offences. Maybe there should be something done immediately to house them in a different place. I am sure that could be looked at immediately.

Mr. Hughes: To add to what the minister has said. Regarding bail, of course, I am sure you as a criminal lawyer are aware we have no jurisdiction over bail.

Mr. Stong: Right.

Mr. Hughes: Of course, bail has tightened up. The police are opposing bail more and more, which again throws an additional load on the system which is already overburdened. There isn't much we can do in that area until the courts or the system itself changes in one way or another.

Mr. Stong: If I may just interject; I think that's why the Don Jail will never be torn down, because of the bail system.

Mr. Hughes: Well, the old wing will be torn down.

Mr. Stong: It will never be replaced, it will always be used.

Hon. J. R. Smith: I think the historical society, and there are several organizations, interested in preserving the original section of the Don jail for various reasons.

Mr. Stong: But I think it will probably always be functional.

Hon. J. R. Smith: There are sections of it that are still in good condition and serve a useful purpose.

Mr. Stong: Yes, the new part is okay, but that old part is—

Hon. J. R. Smith: Well if the incarcerations keep rising, Mr. Stong. I have said this already to my staff, that when these two new centres open, the way things are going unless there is a dramatic change in the Summary Convictions Act, or fewer convictions, I don't think the new places are going to—there is still going to be a full house at the Don.

Mr. Stong: That's right. I think that's my point. I have had two clients over the last year who have checked in on Friday night at the Don Jail to serve intermittent sentences and been let go because it is too crowded to keep them there.

Hon. J. R. Smith: Now they go to Mimico.

Mr. Stong: Well, they were let go home, but maybe they have changed that now.

Mrs. Campbell: Those were deserting husbands; they are always let go.

Mr. Stong: I didn't mean to interrupt Mr. Hughes.

Mr. Hughes: To add to what the minister said about the present Toronto jail, as you know there are two centres that will be opened within a few months. We already have plans for the demolition of the old wing, they have been completed. We have plans for

another centre on the grounds of Mimico, another Toronto detention centre which will be called Toronto Detention Centre South; and we are planning for yet another one. This is a six-year programme. We are predicting the needs of 1,200 inmates over the next six years. That is our active planning.

To go back to the original points that you raised. One, the Asiatic toilets that you object to—and which I think everyone objects to, I do too—however, there are people who are disturbed, who will stuff any item of clothing down a toilet that is in the cell and flush it and keep flooding the premises; that has been our experience with the toilet that is in the cell itself. We haven't found a way of overcoming this type of conduct yet.

Protective clothing, again, is only issued to people with suicidal tendencies. It's a tough linen that is very hard to tear, although many inmates have been known to tear it. You could try yourself and you couldn't possibly tear it. However, it is found to be necessary to protect the person himself; nobody gets it but the person who has strong and severe suicidal tendencies.

Regarding your pilot project, we were made aware of that just about a week ago by the director of probation. It is quite a modest programme to start with. They have offered to take two persons per month. It shows what initiative can do in this area and it certainly could be enlarged on. I think it is a very good project and I can assure you of our ministry's co-operation.

Mr. Stong: I appreciate that, and so will the lawyers in Toronto, I know.

I was at Bowmanville, as I indicated yesterday, and out there, in their segregation cells, they have regular toilets without seats. We discussed this and I didn't hear any complaint about things being stuffed down the toilets. What we did hear complaints about was the fact that the toilet seats would be torn off, and that is why they were without toilet seats. When I was in the Don Jail there were three men in segregation cells and there were three women in segregation cells. They all had on these canvas bags and there wasn't a word mentioned of suicidal tendencies at that time.

Mr. Hughes: That would be the only reason they would be in that garb. They didn't do it for any other reason.

Mr. Stong: It just seems odd there would be six all of a sudden with suicidal tendencies. It just seemed strange.

Mr. Hughes: Not necessarily suicidal, a lot of people damage themselves. They slash wrists or anything they can do. They will

damage themselves in any shape or form if they can.

Mr. Thompson: May I just add a comment on the forensic court clinic, having been chairman of the interministry group which has been looking at that for the last several months. It might be worth adding a comment or two, because I think it's closer to fruition than you may be aware. The money for that is in the budget of the Ministry of the Attorney General as you will discover when you get to their estimates. We had hoped, in the last fiscal year, to get the project started. I suppose a large proportion of the concern came out of our own ministry, in just the same way as you have described it. I think about 500 people a year at that point were being referred over to Toronto jail, certainly to the wrong environment for a psychiatric assessment. It was our effort to have a facility created within the court setting which would be able to see and deal with this right on the spot.

In the case of about 80 per cent of the people, we found through some of our committee members going to US settings where these things have been in operation in at least two or three places for some years, the psychiatric people are able to see and decide on the spot. They go back into the courtroom and they do not, therefore, have to be housed in any bed space for any length of time. They can be moved right on through the system or referred into a psychiatric hospital if that is their need.

The delay in starting the project at the moment is that the other 20 per cent need a referral to a small in-patient unit, certainly not in Toronto jail, where they can be seen psychiatrically for a longer period. This is where the staff haven't been able to make up their minds in short order about the person. We've been seeking a place for that 25-bed unit.

There is more bed space available now than there was a short time ago in Toronto, and as soon as that space can be found the operation can begin. We have proposed to contract out the service and this ministry will get out of the business. It will be contracted for, I expect, by the Ministry of Health funded by the Ministry of the Attorney General. An agency, for example, like the Clarke Institute, could take it on and run it in conjunction with its own forensic clinic, not in that clinic but in association with the same staff. Psychiatric people who are trained forensically in all of the disciplines are hard to find. We certainly do not need to try to

build a separate group of them in this city, I think.

At the same time, we want to have it very closely related to a university setting. Obviously, here it would be through U of T and the medical school's psychiatric training aspect of it. We think, as a committee, that the model will suit itself to be transplanted, if it grows and develops here, to other centres where there is a university teaching facility in forensic psychiatry and the other related disciplines. It would divert a great many people who are now referred to correctional bed space to receive a psychiatric assessment. We are certainly very much of the opinion that shouldn't happen.

Hon. J. R. Smith: I will say two things. I know Ms. Sandeman and some of the other members might want to discuss the Don. You are limited in what you really can do to improve the actual physical plant there. There have been some minor changes in the past few months. In the visiting area the overcrowding was chronic. The superintendent had some imagination in utilizing space through the day for visiting. It is partially used to house inmates during the evenings, and it's quite ingenious, the idea—I don't know if you saw the new visiting area?

Gerrard House has been opened in the superintendent's house in front of the Don. It is a help. I believe it is currently well under way. The kitchen has been tendered and it's waiting for installations to improve some of the kitchen facilities and provide warming facilities in the dome area, because to get the meals up to those corridors is an astronomical feat every meal hour. It has to be carried up on trays by the inmates and this whole thing is really putting a real stress on everything.

Mr. Stong: Mr. Chairman, I would like to share briefly the experience I had yesterday. Our visit to Bowmanville arose out of that article we questioned — the question was raised in the House last week. We were enlightened to the fact that the author of that article had not worked at Bowmanville for about nine years and, as well, he was a psychiatric patient somewhere in this vicinity. We did have opportunity to meet the superintendent. I believe he is a doctor—I am not sure if it is doctor or not, Art Handelsman. He took us on a tour and I must say he is a super salesman. It put me in mind of one of the brochures that you had—

Hon. J. R. Smith: He's a psychologist.

Mr. Stong: Psychologist, right. I guess it is

Mr. then. It's Art anyway; I call him Art. He is very enthusiastic and it was good to see a man like that in charge of that institution. It did put me in mind of one of the things we were discussing last week which arose out of the brochures—he almost described it as a private school for people and they would be clamouring at the doors to get in there. That's how enthusiastic he was. I must admit the ministry has chosen a good man to meet the public and present that place to the public.

Hon. J. R. Smith: On my visit there, I spent most of my time with the students rather than the superintendents and you sure get the feed-back pretty quickly from the students or inmates in institutions, if anything is wrong. I was satisfied, too.

[4:00]

Ms. Sandeman: I would like to move on briefly to a consideration of some of the other adult institutions before we leave this vote. We have given a lot of attention, I think all of us who have spoken, to the problems the inmates may have or perceive themselves to have in these institutions. I would like to take a short time to consider some of the things that are happening to the staff in some of the adult institutions.

It is a little difficult to know where to start. Maybe one of the most obvious problems, and the minister has touched on it himself, is the problem of understaffing, the problem of the high levels of casual employees in the ministry.

It worries me, for instance, that at Birch Correctional Centre in March of this year it seems there were enough casual employees covering shifts to accommodate an additional 10 full-time offices. Although I recognize that you need some people on call who may just cover the odd overtime shift, it would seem to me very important that wherever possible the staff are full-time people who have the opportunity to go into staff training programmes and that they are full-time people whose interest is in the job.

It would be interesting to do some kind of analysis of it. I suspect that many of the part-time, casual staff are looking on the correctional jobs as a second job; that they are in fact moonlighting and it's a way of earning extra money; that their interest really is in the first job and that their interest is not in the inmates and the institution in which they are working.

I heard, and I wonder if this was just rumour or something more than rumour, that

there was an inmate at Birch this spring who had a fractured skull. The staff there felt there really wasn't enough staff coverage to prevent accidents of that kind. The staff complained that they are running short-shifted, that there are far too many casual and part-time staff who don't have the interests of the inmates and the interests of the institution at heart and that the full-time, complement people are continually frustrated by the feeling they can't do their job efficiently because there are not enough of them. I think one could duplicate their experience at many of the institutions across the province.

I've temporarily mislaid the figures the minister gave me of part-time and casual starting levels, but it does seem to be a very high proportion of the total of people who are not full-time complement. I think in a job that's as difficult and as demanding as this, it's very important you do have people whose primary interest is in the job they are doing.

I'd like to ask some questions about Maplehurst. The little brochure the ministry puts out tells us that Maplehurst, "aims to teach life skills by attempting to duplicate the working environment." I wonder if the minister could tell me which industries have located at Maplehurst and how successful he feels, in this short time, the programmes are being. I understand that when the inmates first moved into Maplehurst there were, in fact, no industries located there.

It certainly seems to be the impression of people viewing Maplehurst from the outside that what's happening there is that it's taking the overcrowding from the other institutions. It's in some sense dealing with the problems that Mr. Stong was bringing up and that the minister answered about the enormous pressure on adult male cell space and that Maplehurst, conveniently opened up in July of 1975, provides space and takes the pressure off a little bit. I wonder, really, if this is ending up as another holding centre or if there really is a thrust to get these industrial programmes going.

Another area which does concern me in the adult institutions for both male and female is what's happening to the education programmes in the institutions. When you read the ministry's brochure the first programme that's described for the correctional centres, for the adult training centres, is always the educational programme. In fact, when you talk about an adult training centre, I notice that you don't speak of inmates; you speak of students. The stress is on the educational component. But it certainly seems that once

again there's a gap between intention and what actually happens.

The teachers in the correctional system are constantly frustrated, partly by the set-up under which they have to work. They are never quite sure if they are servants of the Ministry of Education or servants of the Ministry of Correctional Services. Although the correctional centres, and the ATCs particularly, seem to be structured around educational programmes, the teachers themselves very often get the feeling that as far as assigning the dollars within the institution goes, their programmes do not have the first priority. They feel that in some sense the educational programmes are window-dressing. The ministry can say to the public: "We are providing courses in trades training, electrical, welding, carpentry, small motors, trowel trades and cooking"—that's at the Thunder Bay Adult Training Centre—but when you come down to it the education budgets have a very low priority. In some institutions—I know not in all—but in some, the education budgets have to be negotiated with the superintendent; the principal of the school or the head person in the educational department in the institution really has to fight for every dollar he needs for his educational programme. He has to compete with the social work programmes, with money for equipment, with whatever else may be going on within the institution.

It seems to me that is a real problem. If it depends on the inclination and the interest of the superintendent, you may not get enough support for the educational programme.

I wonder if it is too difficult to make a per capita payment per student as the school boards do, or a per capita support per student as the school boards do. You are talking of the inmates as students in the adult training students, why not treat them as students and make sure that the educational part of the programme gets the support it should have?

Another thing that occurs to me is that in some sense we are duplicating our efforts for inmates for whom we provide educational facilities. Many inmates on discharge from the institutions are slotted into Manpower retraining programmes. They are the same inmates who have been slotted into education programmes within the institution.

It seems to me it would make a lot of sense, if you really feel that educational programmes are a help in the rehabilitative process, that there should be more integration between what is available on the outside and what's available on the inside. If a

person who is convicted meets the eligibility requirements for Manpower retraining, that is the programme that should be started inside the institution and then he or she can pick it up at whatever point he or she happens to be on discharge date.

Otherwise, I think the taxpayers are paying twice. We pay for whatever programme they have inside the institution and then we start all over again with a Manpower retraining programme when they come out; and that seems to me a waste of time, effort and money. Maybe that's too difficult to get going, but I shouldn't think it would be beyond the wit of the administrators to figure that out, if one could convince people in Manpower retraining programmes that they would take a student partway through a course, and in fact they will do that at the moment. If it is proved to them that a certain student has more qualifications than are needed to start in week one in a Manpower retraining course, I know that they will start them in the second or third month of the programme. That could very easily apply to an inmate, coming out of an institution after four or six months, who had had part of a course. He could pick up the rest of it and the duplication would be removed.

To get back, briefly, to the problems that teachers have; part of their problem is they neither feel that they are directly under education or directly under corrections, and they are not quite sure where their directions are coming from. Perhaps the minister would like to comment on that. Whenever I speak to teachers from the corrections system they really feel the need of some kind of direction, some person they can go to with their particular educational problems. I understand you now have an educational review committee set up which perhaps will go part way to meeting those problems which the teachers have perceived.

There still seem to be some worries on the teachers' part about the educational review committee, although I agree that it's the first good step toward helping the teachers to understand their positions and the goals of correctional teachers. It does seem to be a problem that the committee membership doesn't include any teachers at all from the ministry adult programmes or training schools, so that it is very hard for teachers to have direct input to this educational review committee. People on the committee are terrific people, but I think the committee would be improved if we could just see one name—two names, let's not make it just a token—a couple of names of teachers

who actually teach in the programme which this committee was set up to review.

I see from the way this committee is going to operate that the teachers themselves won't have very much input and they won't receive, as far as I can see, the reports of the committee. It will filter down to the people most concerned in a rather tenuous way.

The teachers support this kind of review. I know they have been asking for it for a long time and they are fully in support of the review. But they feel it doesn't really meet their requests for a totally identified, individual education director who they know is their boss; or some co-ordinator of education programming, whatever you want to call him or her.

A committee doesn't quite do that for them. A committee is a help but it still doesn't give them the feeling that if there is a problem, or something they want to talk over, there is somebody there who is finally responsible.

I wonder if the minister could give some thought to including some teachers on that educational review committee. It does seem to me always a mistake not to put the people who have the first-hand knowledge of what you are reviewing on the committee. I know there is a principal from St. John's but there are no line teachers.

Maybe I should stop there because I have asked several questions and I would like some comments on some of those things.

Hon. J. R. Smith: Mr. Chairman, I would agree that the over-use of casuals is bad in principle and in practice. The member for Peterborough mentions the situation in Birch, where this has certainly been the case. A number of the positions, though, were being kept open for staff from Cambridge, from the training school, who will be transferred from Cambridge to Birch when it is finally closed.

There are also number of students who work in place like Birch as casuals. I was there a few weeks ago to present two Royal Humane Association life saving awards — bravery awards—to two of the staff who were so recognized in that organization. One was a long-time correctional officer; the other was a casual, a young man who had just graduated from McMaster University and initially hoped to go into correctional work but is relocating in British Columbia. Now some of these people are of extremely high calibre, such as this chap, and make a very positive and good contribution. Of course, Birch is also a minimum security facility.

[4:15]

Maplehurst is an exciting new complex. I have a great deal of sympathy for the superintendent and the staff. It quickly came up to its capacity because, as you say, of an overcrowded system. The industrial programme there is a new venture. A similar place with outside industry involved is the Guelph Correctional Centre which is now tied in with operations of DeJong Group.

At Maplehurst, one programme that is operating well is the catering service—Parnell Foods—and that is expanding. We have our own ministry woodworking programme there; but there are also many working for the Halton and region Conservation Authority, that's been a big programme all winter at Maplehurst and it's gone very well.

We have been really disappointed though on one industrial firm that had the intention of assembling bicycles or wheelchairs at Maplehurst. Negotiations went right up to the end with them, but they've been unable, apparently, to fill their orders for the quota of bicycles necessary to begin production at Maplehurst. We advised them we can wait no longer and that we are advertising for in-plant industry to fill the space that's there; that's very disappointing.

I might say on the educational programmes that while you talk of them as window-dressing, they are not. In fact if they were it would be very expensive window-dressing.

I'd like first of all to ask Mr. Pahapill, who's director of that branch, the industrial branch, to discuss the Maplehurst programme; and I'll come back to Mr. Mackey on the educational aspects.

Mr. Pahapill: Mr. Chairman, my name is John Pahapill, for the record. As the minister already mentioned, the Maplehurst industry did not get under way as quickly as we had hoped. However, we do have at the moment three working industries at Maplehurst. One is the furniture shop; the Parnell Food Services vending, which the minister mentioned; and our own laundry services.

The food services industry is the first of an innovative approach to correctional rehabilitation through a privately-managed, institutional service industry, which has not been done before. It is managed by an outside firm, Parnell Foods, who, besides providing food services to the whole complex, employs and trains approximately 20 to 25 inmates in the culinary skills. The course which they follow is on-the-job training and apprenticeship which prepares inmates for, and provides them with, full credits towards further apprenticeship in the industry or in

food technology courses offered by the community colleges.

As of April 27, there were 23 inmates involved in this programme. Ten were in the on-the-job, pre-employment assessment training, eleven in paid on-the-job employment training and two in formal apprenticeship programme. From its inception in October, 1975, inmates in this training at Maplehurst have earned \$12,265, including cash, unemployment insurance contributions, CPP contributions and OHIP premiums.

The furniture shop and the laundry are ministry-managed shops which provide employment to approximately 40 inmates, 20 in each. In the furniture shop we manufacture dormitory beds, bedside tables, office tables and other miscellaneous institutional furniture.

The inventory and cost control systems which we recently implemented at Maplehurst reflect this ministry's efforts to bring correctional centre industry support system to a par with those practiced on the outside. Promotional material on each of the products manufactured is continuously prepared for distribution to eligible purchasers and we now have a marketing person who actively promotes these products in various approved markets, which hopefully will soon provide us with additional opportunities to employ more inmates.

For the fourth industry, which is the main one that we had hoped to establish some time ago, we have set aside 20,000 sq ft of prime industrial space. As the minister mentioned, we were unsuccessful in locating a suitable firm.

As the minister also mentioned, we have recently advertised in a somewhat more outgoing way to invite interested industrial firms to join us at Maplehurst. As of this morning, 29 interested firms had picked up the information which we have provided and the proposals close on June 1. Judging from the response that we now have, I believe we will have a viable, outside-managed, real-life industrial operation at Maplehurst by Labour Day, or perhaps even sooner.

Mr. Chairman, this concludes the summary I have on Maplehurst.

Ms. Sandeman: Thank you. Could I ask the minister, then, if he could report to us around Labour Day on whether you actually have been able to achieve that goal?

Hon. J. R. Smith: Yes, I will.

Ms. Sandeman: Maybe I'll ask you a question on Labour Day. I'll write myself a note.

Mr. Grossman: We won't be here.

Mr. Chairman: Anyone else want to speak to this vote?

Hon. J. R. Smith: I guess Mr. Mackey wants to reply to a couple of points about education.

Mr. Moffatt: I have an additional question about education. Maybe I could make my comment first, and he could incorporate his answer to me in his response.

It has been drawn to my attention, with regard to the educational programmes in the institutions, that the supervision of the instructors—and I hate to use the word inspection, but I guess inspection is appropriate—is under question from time to time by both the people involved in the instruction and by the inmates and various other people. I'd like to have a few comments, if I could, on what sort of instructional inspections are carried out; by whom are these carried out; and what are the results of the inspections—what happens and so on?

Mr. Mackey: Mr. Chairman, perhaps I answer the last question first. We are and have been for over 12 years now inspected, if that's the proper word, by the Ministry of Education. We have a very close relationship with them. One of their senior officials liaises with myself, as advisor in education for the ministry, and with the assistant advisor, Mr. Tilden, who is associated with me.

That liaison with the Ministry of Education provides a range of school inspectors and supervisory officers, fully qualified inspectors from the Ministry of Education. There are two who do the training schools and two who do the adult institutions. One in particular does most of the adult institutions.

They'll spend two or three days there, write reports and submit them to the ministry and the deputy minister. These reports are usually used as the basis for discussion on visits we would have to a school. I know in the case of the training schools, direction was given to the principals and the superintendents of the institutions to respond to the reports that were written. They are certainly discussed as a vehicle for change in the system.

Mr. Moffatt: Who makes the final decision as to the competence or incompetence of a given person working in one of your institutions? The person from the Ministry of Education, the superintendent of the institution,

or in the case of the juvenile institutions, the principal?

Mr. Mackey: I think the principle behind all of our supervision is one which I think would stand up in the community too, and that is that the principal of the school has authority, and many of our teachers are certified school principals. The responsibility has to rest with that particular person. Now there is outside adjudication, of course, but ultimately the quality of instruction is in the hands of the school principal, so they would make the ultimate decision. They put in extensive annual assessments on all aspects of the teaching abilities of the individual teachers.

The school inspector does provide comments on permanent certification. A beginning teacher, within five years, has to be inspected. The inspector has to sit in the classroom and observe for some considerable period of time the quality of instruction. That is done by the Ministry of Education because it requires a qualified supervisory officer from the ministry.

Mr. Moffatt: So in essence no person is writing reports on teachers who does not have Ministry of Education certification.

Mr. Mackey: Any evaluations that have come to me have come from the school principal. Basically, the teachers have an opportunity to participate in the writing and signing of it, and have an opportunity to comment whether they like or dislike what has been said.

We also, of course, in an institution, have to consider the superintendent. In some cases, it isn't the superintendent to whom the principal reports. There may be a deputy who is responsible for treatment in the institution, so there has to be some liaison between the principal and that particular person. So in nonprofessional matters, such as school attendance and things like that, there is an opportunity in this report that comes to me for some comment to be made by someone other than a school person.

Mr. Moffatt: But in questions of an academic or vocational nature, the person who is doing the commenting is an education-side person all the time?

Mr. Mackey: I think it would be difficult to say all the time, because some of these matters are discretionary. In principle I would agree with that, and as a matter of fact I think this has been a subject of discussion with the provincial school authorities. Perhaps Mr. Carter could comment on that.

I know that was one of the items that was, and still is, up for discussion.

Mr. Moffatt: If I may, the reason I raised it is that a number of those people have written to me and said they did object to being inspected and having their teaching capabilities and academic work criticized by persons who had no educational background. I just wanted to get clear in my own mind whether that, in fact, was the case or not.

Mr. Mackey: I think probably there is some exaggeration. I am aware of one or two incidents where there has been some discussion, but I don't consider it to be a major issue. The number of incidents, I am quite sure, is minor and they are being dealt with. If there is any difficulty with it, the principals are quite aware of that aspect and through the school authority we are working out a rationale for that.

Mr. Chairman: If there are no further speakers on this vote, does this vote carry?

Hon. J. R. Smith: Yes, there is. I think Ms. Sandeman raised a number of points with Mr. Mackey.

Mr. Chairman: Do you want to reply to those now?

Mr. Mackey: Can I comment on the Educational Review Committee, Mr. Chairman?

You raised the question of teachers. Let me first of all comment on the size of the committee. It is eight and the people on the committee, I think, have excellent qualifications in terms of education and also knowing the ministry.

You are aware of Brother Philippe Faucher who is the superintendent at de Champlain. He has been a teacher for over 40 years and is a past president of the Ontario Teachers Federation. Dr. Beck is on the committee. He is a former assistant director of education, and as you are aware director of probation after-care. We do have a school principal who has been around for many years, a former principal at Hillcrest, now at St. Johns.

On the question of teachers, we have Mrs. Betty Field, who is the assistant to the administrator in that region. She was a teacher up until very recently at Pine Ridge School in Bowmanville. She wasn't on the original committee, but two or three days after the original letter went out we appointed Elizabeth King, who for many years was a teacher at Grandview School and is the vice-principal

there. Elizabeth is still teaching. She is a classroom teacher as well as carrying out some administrative responsibilities.

Ms. Sandeman: None of those people, except Miss King I guess, are in the classroom. It is very easy to get out of touch with what is going on if you are in an administrative office. How long will Miss King be at Grandview?

Mr. Mackey: She has been seconded from Grandview to be on the task force pretty well full time.

You would also be interested in the fact that it is the purpose of the committee to visit all training schools. As a matter of fact, as chairman of the committee I was in Champlain yesterday with four members of the committee and we spent three hours in the afternoon. We broke into two groups, two of us with half the teachers and two of us with the other half. They had an open forum to discuss anything and everything they wished. It was all tape-recorded and thoroughly documented.

As a matter of fact you may be interested to learn that I did pass on to Mr. Garraway a questionnaire, which the committee worked on for many hours, some 28 pages in length, looking at all aspects. The covering letter indicates that it's to all teachers and principals and we solicit their response. There's open opportunity for them to talk on any issue they wish.

[4:30]

Ms. Sandeman: That sounds as if it should answer many of the complaints they've had about having no input and I congratulate the ministry on setting that up.

Hon. J. R. Smith: I'll send you a copy.

Ms. Sandeman: Yes, I'd like a copy of that. I want to congratulate the ministry for setting up that kind of liaison and communication with the teachers. I presume you did it because you became aware of the alienation they were feeling and I'm glad that you've responded to that.

Mr. Stong: May I have a copy of that document as well please?

Hon. J. R. Smith: Would you provide Mr. Stong with a copy of the questionnaire and the covering letter.

Mr. MacKay: I have a copy of the questionnaire, but not the covering letter; can I get a copy of the letter to you later?

Mr. Stong: Yes, would you please.

Mr. Chairman: Item 2 agreed to then. Can we move to item 3, Ontario board of parole? Anyone wish to make some comments on this item?

Ms. Sandeman: Is there anyone from the ministry who is going to comment on that?

Hon. J. R. Smith: I'm going to say no. Just say that I'm not actively engaged with this particular branch. Mr. Thompson might say something.

Mr. Thompson: I might just say that in the not too distant future we expect the federal peace and security legislation to be passed and a part of that on which one doesn't hear much is an amendment to the Federal Parole Act which would permit the handing over of paroling authority for inmates serving definite sentences or definite portions of their sentence within our institutions. At the moment, the situation is a very confusing one for inmates. They are processed by the national parole board on the definite portion of their sentence, and then they are all seen by the provincial parole board for the indeterminate portion if they had one. It has long been our desire to have that rationalized, and for all people to be seen by one board within our authority.

The federal legislation proposes to permit that. It really remains for that to be passed and then for us to discover how much funding may be handed over from the federal government as they are relieved of some of their functions and we take them on. It will increase the functions of our board greatly. We would hope that it would be a regionalized board.

On numbers, I believe that they will run up from about 1,000 people a year to 6,000 people a year. We would hope to have each of the individuals seen in person, which doesn't happen now. The only people who are seen in person now are those who are dealt with by our own board of parole, the national board has not had time to do that.

Mr. Stong: Based on the number of people who are serving indefinite sentences now, what greater expense is going to be imposed on this ministry as a result of this new legislation?

Mr. Thompson: It would be quite a substantial increase. We estimate a need for at least 14 additional board members, and of course the number of people under supervision would depend on the rate of paroling of those new boards. One can hardly estimate what additional number of people may go out on parole, since they'll be seen in person and their candidacy for parole, I would think,

would be more carefully appraised than it ever can be on a piece of paper.

My inclination would be to think they would parole more people than those who now apply to the national board and who, by comparison with most of the cases they process, are very short termers. They look at 10 and 20-year people, and they probably think someone who is serving six months with us is hardly in for overnight, but in the view of the inmate it's terribly important and often they're excellent candidates, I think, for supervision in the community.

So I would guess that the rate of people paroled who now serve definite terms would go up, and therefore the workload would even be greater than that of the federal government. It is very difficult to predict.

Ms. Sandeman: Yes; could I ask you a further question on that? Obviously you'll need more people on the parole board. Would you anticipate continuing with the present system of probation-parole officers combined? If so, how are you going to cope with the increased—it sounds rather dramatically increased—caseload for those people? I am not going to go into my routine again. I will save that until we get to community programming,

Mr. Thompson: I think the province would not want to opt to take over the paroling authority unless it could do it properly. I think doing it properly would be having enough money to add both the proper number of board people, and of course the supervisors out in the community. We haven't discussed any change in the probation and parole service beyond the addition of more people.

Ms. Sandeman: But you are prepared to press the supplementary estimates to go for that this year if necessary? I am not quite sure of the time-frame we are operating within.

Hon. J. R. Smith: A year away.

Ms. Sandeman: This would be a year away?

Hon. J. R. Smith: The last time I inquired, it was about a year.

Ms. Sandeman: Okay.

Mr. Thompson: For anything that would happen in the interim, my expectation would be that it would have to occur through funding coming from the federal government level. We would be taking over a function they now carry.

Mr. Chairman: Is item 3 carried? On item 4, community services, adults.

Ms. Sandeman: Is this where I go into my number about caseloads for probation officers again? Unless anybody from the ministry has a statement?

Hon. J. R. Smith: No; no statement.

Ms. Sandeman: I think, when we come to the community services, we are really back at the discussion we have been having all the time with the ministry and the minister who says that the thrust of the ministry must be toward community services for offenders. Then you look at the estimate and you find that this vote is allowed an increase of only \$300,000 over last year, whereas the vote which we were discussing earlier today, the care, treatment and training of adult offenders, had an increase of \$11 million. It seems to me that until the ministry can really beef up the community-based programming in terms of more staff for probation and parole, things are not going to happen as fast as they should.

The caseloads for adult probation officers are shocking—it is the only word I can find. I had an interesting experience last summer when I was on holiday in Britain. I wasn't quite sure at that point whether my future was going to be in probation and parole or in politics.

I spent an interesting day with a senior probation officer in a probation office in Uxbridge in London. We had a long and fruitful discussion, Mrs. Leach and I, about probation in England and probation in Canada, and she had an interesting misconception about probation in Ontario. She felt because North America on the whole, particularly Canada and particularly Ontario, is more affluent than Britain, that we would be able to give greater attention, greater manpower and more money to our probation services.

She said, "I am sure your probation staff don't have to struggle with a caseload of 40 to 50." I said, "Would you like to know what my caseload is?" At that point I think it was 117, and I told her that. She flung open her office door and ran out into the hallway and called in as many of her 12 staff who weren't out on visits or in court. She said "Come here everyone." She sat them all down and she had me repeat how many people I had on my caseload. She said to them, "I don't ever want to hear any complaints from you people again."

Then she said to me, quite seriously: "How can you possibly do any effective case work with a caseload of that size?" I said to her: "In effect we can't."

Probation officers in the adult service in Ontario, I think, end up doing a variety of

things. There is crisis intervention with the people who are most obviously in need and raise their voices the loudest; and the people who raise their voices loudest won't always be the people who are most in need of the services of a probation officer.

Probation officers spend a lot of time, of course, doing paperwork—some of it, I think, unnecessary and repetitive paperwork—and they certainly don't spend enough time with their clients. If we really believe that probation and parole officers are an effective intervention in the repetitive cycle of crime and convictions, then we must provide more probation officers and more trained probation officers.

I know as well as anyone that the volunteers in probation are an excellent resource. I say that not only because I started my time in probation as a volunteer myself, so I don't share the suspicion that some professionals have of volunteers. I know that volunteers can do good work. But nevertheless, if you've got a large complement of volunteers some of your full-time staff have to spend time working with the volunteers if the volunteers are to be effective, and it doesn't really cut back the necessity for full-time people in the office just because you have extra volunteers. I know that Bob Fox could give us some report on what the volunteer people are doing, but just because you have extra volunteers, I think it's no reason at all for feeling complacent and feeling that the pressure is off the probation officers.

I get remarks from probation officers across the province—and I hope they're exaggerating but I fear that they're not—that they feel if they spend more than 15 minutes with a client in a month there is some sense that they're spending too much time with a person. It's hard to see, in fact, how they could spend more time. Many of them feel their skills are not being used; that it's just a question of covering the enormous numbers of clients in terms of supervision; that although a lot of lip service is given to professionalizing probation officers, this really isn't happening, mainly, I think, because of the enormous workload they have.

Some of the probation officers, too, are a little concerned about the use of volunteers. Most probation officers welcome good volunteers, but there have been some concerns expressed to me that the screening procedures are not always tough enough, particularly in offices that are using a lot of volunteers. I'd like to have Mr. Fox comment on just how we can make sure the people we're putting into the volunteer programmes

should really be there. I think it would be not beyond the bounds of possibility to double the number of probation officers and still not have quite enough if, as the minister I think suggested earlier in our discussions, the average caseload for probation officers is 100.

Hon. J. R. Smith: One hundred and two.

Ms. Sandeman: One hundred and two, okay. We could double the number and still have more cases per probation officer than most experts in the field figure is an adequate caseload.

I've heard the discussions of caseload size. Some people think it should be 30 or 40. Certainly, no one thinks it should be 100. It's just a paper-shuffling supervisory operation when you get up to 100.

Probation officers work long hours, many hours of overtime. It's an interesting procedure that probation officers go through at the end of every month; the workload analysis which causes more screaming and tearing out of hair in probation officers around the province than almost anything else; these incredible forms in which you tell the ministry how hard you're working. There's a space on the form provided for you to tell the ministry how many hours—nay, days—of overtime you're doing. The probation officers tell them, month after month, how many days of overtime they're doing a month.

One wonders who's reading these figures, because no increase in probation officers is allowed for this year in the estimates. There is no recognition of the overtime the probation officers work, either in terms of time off or extra pay. It really becomes a rather empty operation to tell the ministry, month after month, how hard you're working if nobody seems to be listening.

[4:45]

It seems to me, as I started to say, that probation officers are engaged at the moment in crisis intervention and dealing with the people who shout the loudest, and can never ever really get down to tough, solid work with the people who don't always present themselves at first as being in the greatest trouble but very often would benefit from some tough, hard supervisory help and case-work from a good probation officer. Until the minister can get it through to the cabinet that this is one of the priority areas—which you announced in your speech in February that you thought the cabinet understood and would fund—until the minister can do that, I don't hold out too much hope for probation services improving in Ontario. They're good

now, surprisingly good considering the conditions that probation officers are asked to work in, but they could be so much better if there was more well-trained staff backed up by good volunteer help.

While we're on this vote, I would just like to comment briefly on something that I noticed—and perhaps I could have some explanation from somebody in the ministry—the very large percentage drop in the figure that's identified as "assistance to inmates rehabilitation assistance." Last year it was \$82,000; this year it's \$53,000. It seems to me that money—and I assume that's the money that comes out of the accountable advances that probation and parole officers have—is a very useful tool in the hands of probation officers. It's also money that is very often desperately needed by clients. It can be given out only in small amounts at any one time. I'd like to draw the minister's attention to a strange anomaly in the system, which maybe he would like to give some attention to putting right.

At the moment, as I understand it, a probation and parole officer may give money out of the accountable advance to a probationer if he or she has been incarcerated. You call Queen's Park and you call the filing system for inmates and you get his number. You fill it in in triplicate on a pink form, a blue form and a yellow form. Then you give the ex-inmate \$30 or whatever you figure he needs. But if the person—in trouble and desperately in need of \$30, and whose need the probation officer has assessed and figured is a justifiable legitimate payment—if that person has been more law-abiding and has never been in an institution, the probation officer may not give any kind of a payment. Let me give you an example of what that does to clients of the probation services.

You have a situation, for instance—and this is an actual situation—where a married couple are both on probation. He has been in an institution but she hasn't. The probation officer is working with them as a couple, working hard, and they're working hard too, but they have some slips and they've got all kinds of problems. He's metis and she was a status Indian but by her marriage to him she lost her status. He is struggling, genuinely struggling, with an alcohol problem. The judge has helped him by the kind of probation order he's given, but he still sometimes falls off the wagon.

One day the wife comes into the probation office and she says, "He's drinking again. He's really upset. He's really violent. He says I've got to go out with him and I'm scared

to go. He's gone off and he's coming back for me in an hour and I'm sure he's going to beat me up," which is what he usually does when he's drunk. She says, "I'm scared to go home." She's in the early stages of pregnancy and you don't want her wandering the streets at night. She's the kind of girl who runs off at the slightest opportunity and you have to haul her back from Ottawa or wherever.

You say to her, "Okay, I will get you an emergency room in the YWCA for tonight. You will go home and put a note on the kitchen table which says: 'See you tomorrow morning at the probation officer's office.'" The husband, wife and the probation officer will meet in the morning. She will be safe overnight. He'll have a chance to sleep it off and we can start working on this again in the morning.

You put her in the YWCA for the night at \$3.50 because he's taken all the house-keeping money to go and drink. You give her money for breakfast and supper and you know damn well you're not going to get this money from the ministry but you try anyway. You send in the forms in triplicate. It comes back from the ministry and they say: "You can't give this money to her because she has never been in an institution." So the probation officer pays out of her own pocket. It's \$6, so what. But if it had been him, because he'd been in an institution you could have got him an emergency room in the YWCA and paid for his supper. It's an extraordinary anomaly.

That's only one of many situations I can bring to your attention, Mr. Minister, where this extraordinary rule is that if you've been incarcerated you deserve a little financial help and if you haven't been incarcerated you don't. It really messes up the system. I'm sure it happened when probation and parole amalgamated and nobody quite understood that they hadn't tied up all the loopholes. I bring that loophole to your attention and ask you why you cut back that amount so drastically?

You may tell me that it was because people weren't using the funds. I could tell you that that's because there's a lot of pressure on probation officers not to use those funds. It's my feeling that probation officers should feel that they can, in emergencies, hand out \$30 without having to agonize over it. Even last year's \$80,000 isn't a lot of money to use in emergency situations and to use wisely. Very often that injection of \$30, \$10 or \$5—as in the case I pointed out to you—the injection of that small amount of money into a situation often prevents the expenditure of a lot

of money in the long run. I would like some comment on that.

I think we would probably like to discuss the John Howard Society, Elizabeth Fry and so on, perhaps separately from the probation and parole services I've commented on.

Hon. J. R. Smith: I admit there is a severe overloading on the number of caseloads. In fact, this one man told me when you reach the point where you can no longer remember their names and you put a form in front of them and say, "Please sign here," and then quickly turn it around and say, "Oh, yes," and draw out their file—that's the breaking point. The system breaks down.

Of the 100, I suppose not every one of those probationers has a problem or if he needs help, hopefully it would be of a very routine nature. I don't have the personal advantage of the Peterborough area. One thing I intend to do some day is to spend a day with a probation officer in his office.

Ms. Sandeman: You wouldn't be able to catch them. They have to move so fast.

Mr. J. R. Smith: I'll wear Adidas shoes.

Ms. Sandeman: Put your track shoes on.

Hon. J. R. Smith: We recognize this problem as a ministry and, for that reason, there is a study under way called, "The Differential Assignment of Caseload Study." It is being conducted by Dr. R. Meen and Mr. D. Taylor.

You mentioned the use of volunteers. I'm glad you see the benefit of them. I might use an illustration: A volunteer co-ordinator in Toronto, as an example, is enabling in excess of 150 cases to be supervised by volunteers. There is an input of volunteer time in excess of 600 hours in exchange for 148 hours of staff input. Both adult probation parole and juvenile probation aftercare are beginning to make sensible use of volunteers, in order to close the gap between insufficient staff and treating caseloads, and also to improve the quality of service it is possible to deliver.

You mentioned the matter of the reduction of the advance of \$52,000. You mentioned your incident of lending this lady \$5. As a member of this House, only once have I ever handed out a large sum of money to a constituent. It amounted to \$40. I knew I had made a mistake in a weak moment. I received a letter last week from the same constituent who is now in one of the jails in this province saying he wants to come back this month and repay it to me. So there's hope.

The incentive allowance increases have helped and allowed the above increase. I really can't give a definite reason why they don't apply to people on probation who have not served in an institution. It is difficult to draw the line between community and social services or local welfare benefits.

Perhaps Mr. Taylor would be best to explain this.

Mr. D. E. Taylor: I will first try to respond to the question that was raised about assistance for inmates who have been discharged from institutions and assistance for probationers. It is true that the amount of moneys disbursed to parolees and discharged inmates dropped rather dramatically during the past year. I think this is largely due to a redefinition of how these funds should be used. I think we would find in a closer analysis of that fund that the drop is largely in Metropolitan Toronto.

I am not aware of it, but I note very carefully the remarks that have been made about the pressure on staff not to use this fund. I personally feel the need—and, again, particularly in our large metropolitan areas, it is necessary—for probation and parole staff, when there is a need for financial assistance, to be very sure they have explored other sources of assistance and help, and that the probationer or the parolee is, in fact, getting help from the most appropriate source because it may be a long-term need.

It would be an ill-service to a parolee to simply provide what we can provide, which is only short-term assistance, when that inmate or parolee needs long-term arrangements for financial assistance. I think our people do a reasonable job in exploring this; but I think it essential that in all cases it be explored very carefully.

With probationers, traditionally when probation was in the ministry of the Attorney General, it was not seen as a function that we would give financial assistance from government funds. Probation staff was encouraged to develop community resources. Here we did explore, I would say in almost every community in the province, the service clubs and so on who could set up trust funds that we would use to assist probationers.

I know this is still going on in many centres and does provide assistance. This is not, I believe, what has been suggested here today. I would like to have something to say about this later on, but I feel in some ways that the role of probation and parole officer is changing. We no longer see ourselves so clearly defined in the counselling role. When

we begin to look at the dimensions of the probation and parole officers' job in other ways, it takes on aspects that relate to meeting, I think, immediate needs—which may be accommodation, it may be food, it may be clothing—and I see these as extremely important.

Ms. Sandeman: Yes. I would just like to answer that. I couldn't agree with you more. I think if a probation officer sits behind the desk and does nothing but counselling, he is missing a great part of the job—which sometimes is to be a catalyst for the client in the community. Sometimes, as you say, it is to answer those short-term needs of employment—how to get a job and support. I'm trying to remember the fellow's name. Was it Hurge in Ottawa who set up that kind of thing? I couldn't agree with you more—that is what probation officers should be doing. The narrow counselling role is, for many clients of the probation office, totally inappropriate.

[5:00]

But probation officers must have time to do all these time-consuming things. It's probably more time-consuming to do the kind of thing that Mr. Hurge is doing in Ottawa than it is to process people through a 20-minute counselling session in and out of the office. It's very time-consuming to work with married couples or with whole families, and I think probation officers more and more are getting away from working just with the client. They're working—because it's perceived as being work that you do in the community—with the client's own immediate smaller community; family, employers, whoever it may be. All those things are time-consuming and there is no way that a probation officer can do that kind of work in 15 minutes a month with somebody on probation.

We have to recognize that some judges send down a probation order which says, "and shall report to the probation officer at least once a week." When the judge has made that kind of decision that that kind of contact is necessary, it's usually based on an in-depth pre-sentence report or reports from other community agencies which say this person is identified as needing a lot of support and a lot of help. The judge says, "Okay, this support, this supervision must come from the probation officer. We want tight reins on this person. He or she must report once a week." Immediately you've got at least four contacts a month with that person.

Again, we're back to the problem of not enough time—too few bodies, and not enough

time. I don't wish to seem critical of what you're saying because I know the aims of the probation service are—maybe I've been brain-washed, you see, by being in it—the aims of the probation service and of the ministry seem to me to be right. But what I'm saying is, again, the words are right but the money is wrong. I can't say that too often. You're hamstrung. You really are.

I was hamstrung when I was a probation officer. The senior officials of the ministry must feel that. I know the line probation staff do and the staff training people feel it. I don't know what you can do, Mr. Minister, to get it through cabinet's head that when you talk about essential priorities, this is an essential priority for the whole community, because we all, as citizens, want to be protected from crime—property crime, assaults on our persons or whatever it may be. If we think we've found a way of protecting society, if that is through probation supervision, let's put some money into it.

We also recognize, at least I think we do, that a good probation officer can often help turn an unproductive member of society, by which I mean somebody who is a drain on the public purse, into a productive member of society. We may be saving, in the long run, a lot of money paid out in welfare payments to families or in other support services. If you pay one probation officer, if he or she can only get back into the work force three or four people during a year and give them the support and the know-how to stay there, you've already got a kind of dollar saving.

If the only way you can get through to cabinet is to say, "Look at what you'd be saving in the long run if you gave us a few more probation officers in the short run," use that argument. Use whatever arguments you want but for heaven's sake get it across, because at the moment the whole process is self-defeating. One is almost inclined to say, "Why bother? If probation officers are going to continue to have a caseload of 100 maybe we shouldn't continue to fight." Maybe they should all go on strike for better working conditions, but then you come up against the Crown Employees' Collective Bargaining Act—let's not get into that, that's my other thing that I could go on at some length. Really, you've got a body of employees who are not allowed to make public noises about their working conditions.

It really is up to you, Mr. Minister, to fight for the working conditions of the probation officers; to fight for what you yourself say you believe is so important—community-based correctional services—and to

tell the cabinet or whoever makes the decisions up there about who gets the money, that a \$300,000 increase in the community services programme just isn't enough and you won't stand for it. I don't know what you are going to do but you would get support, if from nobody else, from the probation officers and, I suspect, from their clients.

Mr. D. E. Taylor: Mr. Chairman, if I may clarify a point around caseloads. When we talk of a provincial average caseload of 102, this has been worked out as a unit figure and is not the number of probationers and parolees. The average number of probationers and parolees under supervision per officer is 75 in the province. We have what I referred to as the unit system of counting five units per month for a pre-sentence report, three units for a pre-parole report and two units for a temporary absence report. In calculating the total unit workload, which is 102, we have factored in the number of units in order to give credit for pre-sentence reports and other reports.

Ms. Sandeman: It doesn't matter what you call them, it is still work.

Mr. D. E. Taylor: I'm very much in agreement that the workload is still an extremely heavy workload and I haven't given those figures to minimize it in any way.

Mr. Chairman: Okay. Any other comments? Mr. Stong?

Mr. Stong: I would like to go through this list of transfer payments and briefly deal with some of them. With respect to John Howard Society and the \$51,800. You mentioned earlier in light of this pilot project I had mentioned, that you became aware of it last week and you were contemplating assigning two probation officers to assist in this project. Is that accounted for in the \$51,800?

Hon. J. R. Smith: No, I don't think it is included in this. That's for the whole of Ontario, the provincial body of the John Howard Society. They do buy services in Hamilton, for example. The juvenile division has a contract with the John Howard Society of Hamilton to provide counselling aftercare for wards in their homes, foster homes and group homes. The juvenile division also provides part-time services to the John Howard Society's attendance centre in Hamilton. We're partners in a programme there.

Mr. Stong: Yesterday, when I was out at Bowmanville, we learned about the work study programme in operation out there and

how some of the residents go out into the community and work and perform useful functions in the community, such as working with the mentally retarded. We also learned that any money they earned while working on the work study programme they could keep except for an amount they would pay for room and board. I was wondering with respect to the temporary absence plan whether that same philosophy applied?

Hon. J. R. Smith: It does.

Mr. Stong: It does. If an inmate is out working in the community under the TAP, what is the ratio of the money he keeps from his earnings? How does that work?

Hon. J. R. Smith: Mr. Hughes, do you know what the room and board rate is?

Mr. Hughes: If an inmate is working out in the community but living in the institution, he pays \$4 per day. Similarly, if he is working in a CLC he makes the same payment.

Hon. J. R. Smith: It's \$5.

Mr. Hughes: I beg your pardon; it was increased to \$5 from \$4. He pays \$5 a day.

Mr. Stong: About three weeks ago we met with a group of people from the Huronia Mental Health Centre and among other things they were describing to us a programme they had up there in that ministry. Some of the residents of the mental health centre would work in the community as well. In order to encourage people in the community to work, the ministry sponsored the residents by paying, I think it was \$25 an inmate or a resident to work in the Holiday Inn, for instance. They sponsored them in that respect. I am wondering if you have any programmes like that that are reflected in these estimates?

Hon. J. R. Smith: No, there isn't. In fact, I was talking to some of the members of the board of Riverdale Hospital recently. They said they had a good relationship with the administration of the Don Jail. I asked them if there were any kind of volunteer programmes. I mentioned similar ones at Burritts Rapids, service and community projects at Smiths Falls retarded centre and Brockville Psychiatric, similar to what you are describing. He said no but they occasionally ask each year for inmates to assist in several projects at the jail—that's at Riverdale Hospital. I asked if they had any kind of remuneration to provide them perhaps with some extra lunch or coffee or this sort of thing.

We have no programme whereby we pay the inmates an allowance for doing work. But the organization which they are really assisting normally provides them with some kind of comforts.

Mr. Stong: What kind of aftercare assistance do associations, such as the Fortune Society of Canada, Man-to-Man Ontario and Hamilton and District Literacy Council provide?

Hon. J. R. Smith: I just had a letter today from the Fortune Society of Canada thanking us for their grant. It's finding employment. Their headquarters is here in Toronto on Spadina Rd. The principal thrust of their programme is to seek employment for offenders, particularly those offenders which other agencies have not been successful with. In general, the most difficult offenders to obtain employment for, usually those with an extensive criminal record, are sent a request for an interview and it is referred to the society by the institutional staff or community workers.

They presently visit Guelph, Millbrook, Burtch, Brampton, Vanier, Maplehurst and Glendale. Man-to-Man is a programme started in Seattle in the USA by a Rev. Simmons, a Baptist minister. Its beginnings in Ontario were in 1971 when it was supported by the Mennonite community, followed by the Lutheran, United and Anglican churches. The present programme consists of 25 to 30 volunteers who are matched with offenders in institutions. They work with him or her in the institution acting as counsellors and contact agents with the community. When the inmates leave the institution, they continue to work with them and assist them to become established back in the community.

They have a very limited budget. It's funded by the individual church congregations in certain communities. I am pleased to say one of the key people in this is the central Mennonite committee which pays the salary of a full-time co-ordinator. They are involved at Mimico Correctional Centre and they have expanded to Guelph and Maplehurst.

The Hamilton and District Literacy Council is a volunteer organization that I have been quite interested in because it is a local group. To start off, it is a group of volunteers—mainly ladies—who provide training for teaching adults on a one-to-one basis how to read. The council has held workshops in many of our institutions in which over 50 inmates have been instructed in the Lauback method of teaching reading and writing.

These men, in turn, are able to work with their fellow inmates helping them to upgrade their reading and writing skills and encouraging them to take advantage of further educational opportunities. Our grant to the council is to assist the council with expenses incurred in the administration of this important programme and to allow the council to expand its programme to other correctional institutions in the southwestern part of Ontario.

I think this is a great thing because everywhere I go I meet adults who can't read and write—Canadian-born people—and it's a tremendous handicap. I think at Burritts Rapids one of the saddest cases was a young man, soon to be released, who was at a grade 2 reading level. He had a further physical handicap. It's not very often they have other handicaps as well. Unfortunately the Literacy Council does not function in eastern Ontario but it will expand or other people will take up that kind of work. It's basically what these three organizations are all about.

[5:15]

Mr. Stong: What is the criterion by which an organization would qualify for a grant from the ministry?

Hon. J. R. Smith: They make application to the ministry and they are each considered on their own merits. Mind you, I have a very limited budget.

Mr. Stong: Have you ever been approached by the Youth Corps in Toronto, who work almost daily in the—

Hon. J. R. Smith: No, personally, I haven't been approached by them. Mr. Fox is indicating he knows of them.

Mr. Fox: I can tell you this—they've never made application for money but they do work with us. They work closely with us in providing programmes in the Brampton area but they have never made any application for assistance from the ministry, to my knowledge.

Hon. J. R. Smith: I think, Mr. Stong, there is a new emphasis with a lot of organizations. One of the finest, of course, is the St. Leonard Society which has been to see me two or three times about a grant. I have made a speech on this recently to the John Howard Society of Hamilton, that we want to get away from making lump sum grants, handing out a cheque to an organization. We would prefer to receive proposals now for the purchase of services. So from now on that is

going to be the main criterion of this ministry.

Mr. Stong: Yes, I was going to ask you about the St. Leonard Society but you covered that. About four years ago there was a group of businessmen in my town who had got together and they were going to start a volunteer organization to assist in the employment of ex-cons and those who were released from prison and they sought help. This was going to be manned on a voluntary basis but they had to have a headquarters and a phone and things like that and they were looking for assistance but none was forthcoming. That is why I asked the question on what criteria you used to—

Hon. J. R. Smith: It is now purchase of services. I think this is what happened: The Literacy Council of Hamilton operated in one of the member's homes, in the recreation room. Fortunately they got quarters in the multi-cultural centre but that requires a telephone and someone on a part-time basis to answer it.

Vote 1402 agreed to.

On vote 1403:

Mr. Chairman: Item 1 agreed to.

On item 2, client services juvenile. Any speakers on this? Mr. Warner?

Mr. Warner: I assume it is under this vote that we are discussing training centres, training homes, whatever the correct terminology is. I wonder, by way of beginning, if the minister could elaborate upon the answer which he gave in the House a few days ago when I believe the member for Peterborough brought up the question with respect to training homes. Her line of thought was that if the province was moving toward eventual abolition of the training home concept, what was its criteria for doing so and what kind of a timetable was it working on? What is the end date that we are looking at?

Hon. J. R. Smith: I would be the happiest minister alive if I could just close all the institutions because the institutions for which I am responsible are a sad commentary on our society as a whole. Basically, the position vis-à-vis training schools is that there have been considerable advances made in the reduction of students in training schools, approximately 750 at present, and it's peaking right down. I have announced the closure of Grandview School and Churchill House in Cambridge, and other schools such as Bowmanville where there are approximately 50 or 60 boys and girls. It is so

across the system. The only school that is at capacity serving northern Ontario is Cecil Facer. That has a high count. The emphasis is on group homes, family group homes wherever possible, or placing youngsters with foster parents. Basically, what we're left with in the training schools are some of the more difficult youngsters.

You mentioned more being closed. I hope that eventually Hillcrest School in Guelph, the maximum security training school for boys, will be closed, should the programme for girls, who would normally go to Churchill House be successful at the Oakville Assessment Detention Centre, which has a cottage setting there. There are no immediate plans to close any of the other schools. Lindsay is a girls' school in the Kawartha Lakes. I think there are probably 30 or 40 girls there.

There are a lot of very damaging reports, particularly in several publications out recently, regarding the training schools. We cannot verify why these are as they seem to be. It's journalism. But I only wish they would only tell it as it is today. We have 40 group homes, for example, and that's a vast improvement over what it used to be. The emphasis now, which we highly support is on children going into group homes and foster homes rather than being sent to training schools.

Mr. Warner: A part of the question though was, I was wondering how planned is this phasing out? Do you have a particular target date? Are you going to say that by 1985 or so there will not be any training schools in the Province of Ontario?

Hon. J. R. Smith: It's all dependent on youth in conflict with the law, the federal legislation, what really happens, if they move ahead with that.

Mr. Warner: In what respect? Could you pursue that a bit more?

Hon. J. R. Smith: Dr. Hutchison is the one who is actively involved in all the commitments.

Dr. Hutchinson: Could you repeat your question?

Mr. Warner: Yes, I am concerned with whether or not we're actually looking at a planned timetable to not have eventually any training schools in the Province of Ontario. It was suggested that perhaps there is not a precise timetable because we're awaiting federal legislation or federal considerations

and I'm wondering if you could elaborate on that.

Hon. J. R. Smith: Mr. Chairman, with due respect, it's a two-fold question. I'll answer the first part of it. We have no long-term plan to close all the training school facilities. I would like Mr. Carter to say something on that as well.

Mr. Carter: Yes, it would be a misconception to be saying here that a statement was made in the House that we were closing training schools. My recollection is—I don't have Hansard here—I believe the minister said that if the Churchill House experience was fruitful and kids were properly placed at Oakville then we would look at the Hillcrest School at Guelph as a potential phase-down and place the boys from that unit into Oakville.

Looking a bit at history, though, and this is recorded in Hansard now—I gave a statement the other day on this topic—we've tried to balance off resources within the juvenile programme to meet the needs of the children; trying to focus resources up the line away from the institutional programme if these new programmes prove viable. As I look back in time I see we started this process, from my recollection, about five or six years ago when the unit at Port Bolster was phased out. I'm told and I believe this is from my experience, it's now with the Ministry of Health as part of their four-phase system.

We then looked at a Toronto unit, Elmcrest School, and that was closed down. We looked at the school that we had in Simcoe, which was Glendale School, and that was phased out and moved to become an adult unit for young adult offenders. We phased out very recently Cold Springs camp and we've offered that up to the community for the use of all children in the community in general in that locale. We had a programme at Britt, a DARE programme which was phased out. And, more recently, we looked at Grandview School and Churchill House.

What we're attempting to do is look at the flow of children and meeting their needs in the best way possible. I wouldn't say there's a deliberate attempt to walk out and close out training schools overnight whatsoever. In fact, when I'm asked this question directly I answer that any agency would be very foolish to jump in and close training schools without retaining that capability in their operation. I think this can be shown in other jurisdictions around this world, where they've attempted to run in and close things over-

night and they come back and wish that they'd retained that resource.

I guess the question we're really asking here is: How much of a resource and to what extent—what size do we really need? In the children's business, I guess, and in the adult business that we just passed through in that vote, you never know what the needs are going to be, and you don't want to act rashly and close things out. You want to see if your new programmes prove worthwhile—and this where your evaluation comes in.

Mr. Warner: All right. Then do I take it that the minister is saying that if the government does proceed to close down or to phase out, over a period of time, many or most of the training centres, that you will always retain some training centres? Is that the philosophy that you're now operating under?

Hon. J. R. Smith: Yes, that's correct.

Mr. Warner: Having arrived at that philosophy, what part did the example of the State of Massachusetts play in arriving at that conclusion in their experiment, what they've been doing over the last few years?

Hon. J. R. Smith: I've only read one periodical on what happened in Massachusetts, the superintendent they had who closed them out.

Mr. Carter: I don't think it played any part whatsoever, to be quite honest with you. In fact, I think it demonstrated, and I think the evaluation that's coming out today is showing, that it was a case of moving too quickly. I think there were children left dangling in the community without persons to look after them. It was very unplanned—and that would be my reaction.

In fact, I think right today they are looking at ways and means of providing secure, semi-closed and closed units for children. In fact, when you get into looking at these supposed close-outs—for example, in British Columbia and in states in the United States—what you really find is they sometimes change the name from training school, or what have you, to youth centre or something else. Or they move the facilities from what we're calling here the Correctional Services ministry to some other ministry or some other jurisdiction. I guess the key thing we should be looking at is meeting the needs of children and where are they best met.

Hon. J. R. Smith: Mr. Chairman, I have just been informed that many of their training schools were of the style of the old Guelph

Reformatory, with up to 1,000 youngsters. If you have an institution with 300 or 400, as it used to be at the Champlain school in Alfred—and it is hard to visualize what that must have been like when they had 300 boys there, as compared to now, with the same facilities looking after approximately 40. They couldn't do very much, I don't think, in the old correctional institutions.

Mr. Warner: The whole question about how you work with youngsters who have come into conflict with the law is one that obviously is of importance to every jurisdiction. What kinds of things are done in an ongoing way from the ministry to gather, to collect, to observe, to visit other jurisdictions beyond the Province of Ontario? In a general way, we don't need all the specifics.

[5:30]

Mr. Thompson: We, fortunately, have had quite a number of staff, I suppose it would be over the last five years, go to look at alternate kinds of programmes in the US, Europe and Great Britain, both for adult and juvenile-type programmes. It was prior to the introduction of the temporary absence programme for adults, for example, that two task groups went and looked at the US programmes for that purpose and prior to the introduction of the community resource centre programme that another group went and looked.

So, there's a serious sort of attempt not just to bumble through, but rather to find out what other people have done and use their experience to avoid some of the pitfalls in terms of restitution programmes. Also, Mr. Nuttall, who looks after the community resource centre programmes, was in one of the US states that have led in that field and went into some depth with them in their programme. Indeed they had had many problems with it, but had weathered them through and I think we have learned something in that area.

Mr. Warner: What is it out of all of that kind of study and questioning and so on that leads you to the conclusion you should always have some form of detention—a permanent detention—for a young offender; that we shall always need some form of training school?

Hon. J. R. Smith: It's basically just common sense. There will always be certain youngsters who will require the sense of security of such a facility.

Mr. Stong: I am interested in a couple of things and one is, what role do the Viking

homes play in this programme of community rehabilitation?

Hon. J. R. Smith: Mr. Thompson can give you the exact number. We have dropped several of their group homes in the past few months. Mr. Carter, rather sorry. As I say, the greater emphasis is on family-operated group homes.

Mr. Stong: Perhaps before you answer, Mr. Carter, you could tell me: You have 40 group homes. How many of those group homes are private families—husband and wife operated?

Mr. Carter: Can I say that I will get that figure for you in a moment? I have it in my briefcase here. The balance, as I recall it, is well in favour of the family model. The number of Viking IIs, as they are called, as opposed to Viking Is, which is a separate issue altogether, is nine.

Mr. Stong: How many juveniles are in those nine homes?

Mr. Carter: If you will bear with me for a moment. One hundred and fifty-seven boys and 33 girls.

Mr. Stong: And 33 girls?

Mr. Carter: Oh, pardon me, nine—

Hon. J. R. Smith: Between 50 to 60.

Mr. Carter: I get about 51.

Mr. Stong: That's girls and boys together?

Mr. Carter: Yes.

Mr. Stong: Are they staffed by staff or are they run by a husband-and-wife team.

Mr. Carter: In the main it is staffed.

Mr. Stong: So then, of the other 31, they are based on the family type of home?

Mr. Carter: Almost completely. Some are staff models, though.

Mr. Stong: How many juveniles, on an average, are in each one of the 31 homes?

Mr. Carter: About five to six. Maybe Mrs. Samler could come up and join us.

Mr. Stong: I guess I could have asked you these questions yesterday.

Mrs. Samler: Each home has provision for up to eight children or has had provision up to eight. With our new contracts we are holding a maximum number at six and that is an attempt to upgrade the quality in each home.

Mr. Stong: These are husband-and-wife teams?

Mrs. Samler: Most of our homes that are not Viking Homes have a family model with a husband and wife and sometimes one or two children of their own.

Mr. Stong: Are these in the community? Are they located in the community?

Mrs. Samler: Yes, they are.

Mr. Stong: Do you have difficulty getting acceptance for this type of project in the community?

Mrs. Samler: I think there is a fear on the part of most communities to having a group home located—

Mr. Stong: How do you sell it? How do you sell the idea to a community?

Mrs. Samler: One of the things we do initially is to try to win the acceptance of the social services of the community on a support basis.

Quite often the couple we contract with are already known to social services. Perhaps they have acted as Children's Aid foster home parents in the past and have already a high degree of acceptance in most cases. They then initiate their home and usually very quickly following that or sometimes before, they talk to neighbours and perhaps invite them to an open-house.

We have youngsters in our homes acting as good neighbours, perhaps shoveling sidewalks for people who live nearby and who are elderly. We use many of the same concepts that you found at Bowmanville yesterday, where youngsters go out in the community, and the school and in this case the group home become resources to the community and good neighbours.

Mr. Stong: What kind of grants are given by the ministry to those who operate group homes?

Mrs. Samler: We operate on a per diem rate, first of all. In the past—

Mr. Stong: What is that? What is the per diem rate?

Mrs. Samler: The differential rate last year was \$21 for most of our homes.

Mr. Stong: Twenty-one dollars a day?

Mrs. Samler: Twenty-one dollars a day; \$24 for six of our homes and \$30 for three of our homes.

Mr. Stong: That's not including the Viking homes, though, is it?

Mrs. Samler: The Viking homes were mainly at \$21 a day. We did have one home last year at \$33 which has subsequently been closed.

Mr. Stong: Are these homes privately owned?

Mrs. Samler: It varies. We have—

Mr. Stong: I know the Viking situation is some kind of a mess, isn't it?

Mrs. Samler: Perhaps I could clarify a difference between Viking I and Viking II. They are separate operations with Viking II now moving into a non-profit organization as of Jan. 1, 1976. They are now called Marshall Children's Foundation and they operate on a non-profit basis.

The Viking II homes really differ, I think, from Viking I in that in each case we have an area group home co-ordinator who visits the homes weekly. We also have in our contract built in a number of safeguards that I don't think operate in the Viking I programme. So sometimes we get tarred, a little bit, with the brush. The Viking I and Viking II are not clearly separated.

Mr. Stong: Yesterday I found out when we were out at Pine Ridge that provisions are being made to have girls, as well, accommodated there. Does that mean another school is going to be closing?

Hon. J. R. Smith: No. The commitment, as soon as possible, is to make all the schools other than Hillcrest co-educational and there will be no further closures. In all these institutions there is the question of balance between male and female. Staff is working on that and also to make them co-educational.

Mr. Stong: Are the group homes co-educational as well?

Mrs. Samler: We have eight co-educational—I'm sorry—

Hon. J. R. Smith: Mrs. Samler has the statistics.

Mr. Stong: What are the projections for the establishment of future group homes, say for this coming year? How much of your estimates has been set aside for their establishment?

Mrs. Samler: We have provision for 10 group homes in the coming year.

Mr. Stong: Ten. So that will make your complement 50?

Mrs. Samler: We actually have 35 now. We have several in the planning stages. Five of our new homes we see as directly related to the closure of Grandview school, in which case we would like to develop very special facilities in the community for the youngsters who used to attend that school.

Mr. Stong: In the vicinity of that school?

Hon. J. R. Smith: Western Ontario.

Mr. Carter: Southwestern Ontario.

Hon. J. R. Smith: Southwestern Ontario.

Mr. Stong: So you are making provision for 10 more. That will be what, 45 then?

Mr. Carter: That's right. We set our base figure at 40 and had some recent closures which scale us down to approximately 35. We are now in the process of negotiating to bring that up to 40, but five new locations are to be selected based on the phase-out of Grandview.

Mr. Stong: Are there any special qualifications for the husband-and-wife teams you are looking toward to run these schools?

Mrs. Samler: Yes, we are very careful in our selection of group home parents, and I can tell you the process we generally follow.

First of all, we ask people to make application. They often do this through someone they already know in the ministry, for example a probation and after-care worker. The people who make applications must outline a programme and their qualifications. They include a budget and they also provide us with references.

At that point we review the proposals we have from an area. When we decide to establish a home in an area, we would review the proposals we have on hand, interview the people initially and try to narrow the gap down to one or two likely candidates.

We then check out references very thoroughly and again interview the potential parents on a number of issues, such as their attitude toward delinquency, their own stability of family life and past experience in dealing with difficult children—and that's the key one, I guess what we really look for are people who have demonstrated in the past that they can cope with the type of youngster we are going to place in their homes.

Mr. Stong: Like probation officers.

Mrs. Samler: You mean probation officers as potential people?

Mr. Stong: Yes.

Mrs. Samler: Not all probation officers would make good group home parents, possibly because we are talking about different skills. It is one sort of thing to deal with a youngster in a counselling or an office interview, or in a family counselling situation; it's quite another one to live 24-hours-a-day with a youngster who is constantly testing you.

Mr. Carter: Although some probation officers might make good group home operators.

Mr. Stong: I must say I met Mr. Carter and Mrs. Samler yesterday and I was very impressed and grateful for the tour they gave us at Pine Ridge. Again these are just questions I overlooked yesterday and I appreciate the frankness with which you are answering today.

Hon. J. R. Smith: I am glad you say that, because the whole system is really maligned at present. I hope you will have the opportunity of seeing that when you are in Ottawa sometime. If you are in Ottawa, I will be glad to see that the school arranges transportation for you to get down to Alfred to see that school as well and what is happening there. It has gone co-educational, which is quite a revolutionary thing. It was a very difficult thing for the staff caught in the change, with the whole new emphasis away from authoritarianism and discipline and a new attitude now with low counts. The oldtimers on the staff told me it was quite a trauma to adjust to all these, but they are doing it valiantly. They have made the adjustment and they are really working hard to make it a success.

Mr. Stong: Are the juveniles who are going to be sent to these group homes also selected from Oakville? Do they go to Oakville to be screened and tested and then sent to group homes as well?

Mrs. Samler: A number of our youngsters come to group homes from Oakville. Many more come from the training schools themselves. A youngster could be in a training school for approximately a month and have a settling-down period and then come out to a group home. One of the difficulties in sending youngsters directly from Oakville is that in the short time they are there for assessment it is not always possible to see the total range of their behaviour. We have a large number of referrals to group homes,

and as we develop more I think this will increase.

Hon. J. R. Smith: Apparently Oakville diverts 20 per cent directly to group homes and other foster homes.

Mr. Lupusella: My question is very simple. To satisfy just my own sense of curiosity, I would like to find out from the ministry the percentage of juveniles applying for rehabilitation through your ministry who have language problems and are coming from those ethnic groups in the province.

[5:45]

Hon. J. R. Smith: Mr. Lupusella, I think, from your particular native community, it is a rare occasion I have observed anyone of Italian origin in correctional institutions. I remember in one small southern Ontario town there were one or two, I realized, having heard them speaking, what their native language was and I spoke to them because I was astonished, really, to see them there.

Mr. Lupusella: Do you keep any statistics?

Hon. J. R. Smith: Do we have any statistics on children of Portuguese or Italian—

Mr. Carter: Mr. Schaefer has some figures which I might read. They represent probation figures, probation staff who have multilingual talents, which would, in part, answer your question.

Mr. Chairman: Your question, Mr. Lupusella, was how many—

Mr. Lupusella: The percentage of those people, those juveniles getting service through your ministry.

Hon. J. R. Smith: I don't think we have those statistics.

Mr. Lupusella: You don't have these statistics? It is my understanding that there are a lot of juveniles coming from those ethnic groups. I would like to find out if you are providing specialized staff so at least the problem of communication is going to be resolved. My question is do you have staff who speak their own language?

Hon. J. R. Smith: Yes, there are, but there are not enough of them. I saw the statistics last week. I have them, and I will provide them for you, on how many speak Chinese, Portuguese, Ukrainian; people with several languages. There are not enough, but there are some.

Mr. Chairman: We did deal with that earlier.

Mr. Stong: I have one general question that relates to the entire consideration of estimates. That is, in view of the grants to the Ministry of Education and the Ministry of Housing, have there been any of that type of grant given to this ministry which would not be reported in the estimates we have studied?

Hon. J. R. Smith: No.

Mr. Stong: The actual figures are all represented here in the ministry?

Hon. J. R. Smith: Yes.

Mr. Stong: All right.

Mr. Warner: I have three particular areas, Mr. Chairman. One is to deal with halfway houses, and I'm not sure whether the funding for those comes under your ministry or if it is a municipal responsibility.

Hon. J. R. Smith: We call them correctional resource centres. They are under the adult vote.

Mr. Warner: I am talking about juveniles now.

Hon. J. R. Smith: Juveniles?

Mr. Warner: Yes, 13-year-olds; roughly 13-year-old, some of them may be 14. One I was thinking of in particular—

Hon. J. R. Smith: They are funded by Comsoc, not through us.

Mr. Warner: Does your ministry have any connection with the operation of those halfway houses?

Hon. J. R. Smith: No. Other than I know juvenile probation after-care officers use these facilities as a resource to place youngsters in boarding situations and this sort of thing.

Mr. Warner: I am rather curious about it, because to my knowledge the one in my area at least has been quite successful. They are dealing with youngsters who are ages 12, 13, possibly 14; some of them are attending school regularly, some of them on a semi-regular basis and so on. It would seem to me that it is a very useful and valid kind of exercise; why does it not belong with your ministry? Why should it be separated in any way?

Mr. Thompson: I think the concept of the funding through the Ministry of Community

and Social Services has largely come, and we would support it, from the base of not wanting to separate those youngsters who are wards of this ministry or designated delinquent, and preferring to have a mixed group of people in that type of residence. I think the more we can desegregate our clientele the better. A purchase of service which doesn't just specify our own clients is of merit.

You might, if you carried that on, say why do we have a separate group of group homes that are ours? The origin of that, I think, was the great difficulty in earlier years in anyone wanting to accept our clients and we decided we had to go out on our own for some time to develop our own centres where we would be sure we had beds.

Mr. Warner: I am very impressed. The one that I visited was Kennedy House. I was quite impressed with the personnel and the kind of care that was being given, and the way the community responded as well.

Hon. J. R. Smith: There is good acceptance, probably more acceptance of that kind of home setting than there is, say, of a group home.

Mr. Warner: Yes. All right, the second area I am concerned with is, you mentioned one particular training centre which is remaining open in northern Ontario. Are there others? By northern Ontario, I take it to be those places located north of North Bay.

Hon. J. R. Smith: Cecil Facer in Sudbury.

Mr. Warner: Is it the only one? What would be the population in that school?

Mr. Carter: The capacity is 120 and the count is generally up to about 120.

Mr. Warner: How many of those 120 would be native people?

Mrs. Samler: I believe it is about 50 per cent, 50/50. I could get an accurate figure for you, though, and provide it.

Mr. Carter: From my experience on visits I would have said somewhere in the neighbourhood of one-third to 50 per cent. It would vary, of course.

Mr. Warner: It is close to 50 per cent, and we take it that the native peoples do not comprise 50 per cent of the population of northern Ontario. Is there some explanation for the imbalance? Are native peoples more prone to getting into trouble with the law?

Hon. J. R. Smith: I think it is just the severe sociological problems that are in some com-

munities. I can relate to the situation I have observed personally in Kenora, which is certainly a heartbreak to see the problem alcohol has caused to some native people there. We have a high adult count in that community.

Mr. Warner: All right. Are you relating that back to juveniles?

Hon. J. R. Smith: I think of a youngster I spoke to at Hillcrest who was sentenced for murder and it was an alcohol-related incident. I also point out that there is a lack of support services in many of the communities as well. It is a very, very sad reflection on what is happening in the many native communities.

Mr. Warner: Seeing that you have one place in northern Ontario that is being maintained as a home, and realizing the tremendous geographic area you are serving, does it not stand to reason that there are additional pressures created because of taking people from their small communities and moving them great distances away? If so, what is being done with your programme and after-care outside of that institution to compensate?

Hon. J. R. Smith: When I became the minister, I saw the need for a group home on a reserve for juveniles, because basically I don't like the principle of native people being transferred from their society and natural surroundings. It is wrong. Mr. Carter, maybe you can tell us what happened on that. I think you have had some successful negotiations.

Mr. Carter: I wanted to jump in and respond, as we have had, in effect, input to the ministry over the years to construct a facility in northwestern Ontario. The ministry has considered that, of course, over a period of time and it was announced in the House. But our method of responding to the needs was through other services. For example group homes and increasing the probation and after-care staff. Another way, and this was realized recently, was the apportioning of moneys to a group in Thunder Bay in terms of prevention—again, the ministry taking the stance of moving resources, putting resources not at the end of the line but further up the line. That is what this prevention project is.

Right now we're looking at other alternative services that could be developed, particularly in the probation area, to respond to those communities. We can certainly see the difficulty with the individual from a personal point of view, moving him from northwestern Ontario to Sudbury, and certainly the last thing we want to do, in that community par-

ticularly, is just run in and develop a training school, which is a very fixed operation once you've placed it there. Our response is to work with other agencies in the communities up there, with probation staff, in prevention, and try and meet the needs that way.

There has been some pressure, from time to time, for us to build a training school there and that is not our method of response. I think, as you would agree, from the line of your questioning earlier, that is the appropriate direction to go in.

Mr. Warner: Then I take it you are attempting to establish group homes on reserves?

Hon. J. R. Smith: Yes. I really would say this. If you have occasion to know of people who have a house and are interested in this field, I'm open to sitting down with them through Mr. Carter to discuss any agreement.

Mr. Warner: Okay. The third area that I was concerned about was the whole area of education and what kind of educational responses are available within the institutions and for those individuals who have been maintained, say, for a year and a half or two years.

Mr. Chairman: I don't mean to get hard-nosed or something, but we did spend considerable time earlier today on the previous vote.

Mr. Warner: My apologies then. During that, Mr. Chairman, was the question of the inspection of teachers brought up?

Mr. Chairman: Yes. It was covered this afternoon.

Mr. Warner: I see. Okay. The only other comment that I would have to make is that unlike Mr. Stong, my visitation to Pine Ridge wasn't quite so successful. I recall a half a dozen years ago visiting there as a teacher and we spent the majority of the day in visitation.

Hon. J. R. Smith: Go back today, Mr. Warner, really. You know, there's some terrible things happen, for example, in Ireland—perhaps my ancestors had a part in it, of which I'm not proud today. It's really—

Mr. Chairman: You're the guys who did it?

Hon. J. R. Smith: Pardon?

Mr. Chairman: I knew I didn't like you, Smith.

Mr. Stong: I went out there on a witch hunt and I met such a super salesman that I wouldn't mind sending my kids there if it were a private school.

Mr. Warner: My only problem was I never saw any children. We were carefully guided from one place to another, and throughout the whole day we didn't see any children. I was astounded.

Hon. J. R. Smith: Go out there for dinner some night. Go out there and—

Mr. Warner: There are children there?

Hon. J. R. Smith: There are about 40 boys.

Mr. Warner: I see. Well that answers it to a certain extent. I would take it, then, if the Chairman is ruling hard on this that the whole educational matter has been sufficiently discussed.

Mr. Chairman: Well, I wouldn't rule very hard except we just went through that number this afternoon.

Mr. Warner: Under which vote, if I could ask.

Mr. Chairman: We did that under vote 1402.

Hon. J. R. Smith: Adult training centres.

Mr. Chairman: We covered that, Mr. Moffatt went through that.

Mr. Warner: Okay, then, I would ask the Chair if he would entertain questions as they relate to the eligibility of youngsters to then apply for community colleges? Is that area open for discussion or—

Mr. Chairman: The Chair will entertain any kind of discussion that can be vaguely brought into some kind of connection with vote 1403, item 2, which is client services—juveniles.

Mr. Warner: Yes.

Mr. Chairman: If you can convolute it into that, I'll accept it.

Mr. Warner: Well, it's juveniles that I'm concerned about. I want to know, for example, the kind of educational stability—let's say the kind of creditation that takes place so that a youngster's educational career is not in any way retarded so that he or she may then progress further beyond the training school. How does it affect their standing vis-à-vis applying to community colleges? An area that I'd like some answers.

[6:00]

Mr. Mackey: The ministry has 160 fully qualified elementary and secondary school teachers, and the students who participate in the classes are fully credited for the courses they take. In the training school vote, of course, we wouldn't be talking about students going into community colleges, because we are talking about 16-year-old students. I think that question would really apply to another vote. But as far as our students are concerned, they all have to go to school because they are under 16, and the idea is that any who wish to would return to the community school. I think there is general acceptance for that.

Mr. Warner: While they're at the training school, suppose for a moment they have put in two years; do they then get two years' credit?

Mr. Mackey: Yes. They are fully qualified; they are inspected by the Ministry of Education and we use Ministry of Education courses.

Hon. J. R. Smith: One thing you should keep in mind, Mr. Warner, is that the average length of stay is under seven months. It's very short.

Mr. Warner: If that student, at some point beyond there, applies for entrance to a community college, is his juvenile record and so on forwarded to the college?

Mr. Mackey: Absolutely; if it is requested, it is available. We have a full guidance record system, and that information is readily available.

Mr. Warner: Including all the information about him or her as a person and the reason for them being at the detention home?

Hon. J. R. Smith: No. We'd supply the academic levels; that's all.

Mr. Warner: Nothing else?

Hon. J. R. Smith: Nothing else, oh no.

Mr. Warner: That's fine. Thank you.

Mr. Chairman: Shall the vote carry?

Vote 1403 agreed to.

Hon. J. R. Smith: Mr. Chairman, through you, I want to thank the committee.

Mr. Warner: Can we carry the vote without a quorum, Mr. Chairman?

Mr. Chairman: There is a quorum here, Mr. Warner.

I would like to thank the ministry's staff. We have some difficulties about this evening's session, but as it now stands, we are assuming Mr. Handleman's people will be prepared to enter into discussions this evening and that the committee will sit at 8.

Hon. J. R. Smith: What has really been good for the whole ministry, I think, is that it has been some years since this ministry has been in committee. In fact, last year, it only took two hours in the House. It has been a good discussion, and I think some good things will come out of it.

Mr. Stong: I might say, Mr. Chairman, there's one vote on page 50 that I had difficulty with at the beginning—that was the one for \$18,000—but I have no difficulty with it now.

The committee adjourned at 6:03 p.m.

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Grossman, L. (St. Andrew-St. Patrick PC)
 Lupusella, A. (Dovercourt NDP)
 Moffatt, D. (Durham East NDP)
 Sandeman, G. (Peterborough NDP)
 Smith, Hon. J. R.; Minister of Correctional Services (Hamilton Mountain PC)
 Stong, A. (York Centre L)
 Warner, D. (Scarborough-Ellesmere NDP)

Ministry of Correctional Services officials taking part:

Carter, G. H., Executive Director, Juvenile Division
 Fox, R. E., Co-ordinator, Volunteer Programmes
 Hughes, H., Executive Director, Adult Division
 Hutchison, Dr. H. C., Executive Director, Health Care Services
 Mackey, A. D., Director, Staff Training and Development
 Pahapill, J., Manager, Industrial Programmes
 Samler, Mrs. A., Acting Regional Administrator, Regional Offices North Eastern
 Taylor, D. E., Director, Probation and Parole (Adult)
 Thompson, G. R., Deputy Minister

Ontario. Legislative Assembly



Legislature of Ontario Debates

SUPPLY COMMITTEE—1

ESTIMATES, MINISTRY OF
GOVERNMENT SERVICES

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Thursday, May 6, 1976

Evening Session

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

THURSDAY, MAY 6, 1976

The committee resumed at 8:07 p.m. in committee room No. 1.

ESTIMATES, MINISTRY OF GOVERNMENT SERVICES

(continued)

On vote 801:

Mr. Chairman: I will call the committee to order. It was decided at 6 o'clock we would revert to item 5, vote 801. At the same time it was requested the minister ascertain if she could have the two ministers without portfolio come before the committee at some point in time during the estimates; I would ask the minister for her comments.

Hon. Mrs. Scrivener: Mr. Chairman, I would point out to the members of the committee that an appointment to the executive council is the prerogative of the head of government, that it is the Premier's prerogative, and the assignment of the responsibilities and duties of the members of the executive council is also the Premier's prerogative. Therefore, my personal responsibility, as Minister of Government Services, is to provide support services to the ministers without portfolio. That is the extent of my responsibility.

Now I have satisfied myself, personally, that the staff requirements of the ministers are commensurate with their duties and responsibilities, but that is simply my personal assessment and not really an element of importance in this discussion. So I would suggest to the committee that in the light of their concern, that perhaps it would be advisable to approve this item under vote 801 and then take this whole matter up, the whole matter of definition, with the Premier (Mr. Davis) in the Legislature, which is an appropriate arena; or else within his own estimates.

Mr. Bullbrook: Mr. Chairman?

Mr. Chairman: I have now three on the list. Mr. Bullbrook, Mr. Singer and Mr. Davison.

Mr. Bullbrook: Yes, I'm most appreciative of the comments of the minister. I want to say this, that I don't, again, mean to be offensive in any way. We did recognize that it was the prerogative of the Premier to choose his cabinet. We don't, as members of the opposition or as his colleagues in the Legislature, intend to fetter that prerogative in any way. So that your comments in that connection, if I may say, were gratuitous at best and beneficial not at all, of no benefit.

The second point is that what you're saying is: Gentlemen and ladies, I am asking you to appropriate funds for the substance of ministers without portfolio, based somewhat on my undertaking to you that I know that these funds are needed for them to carry on their jobs.

Hon. Mrs. Scrivener: I haven't even the right to say that.

Mr. Bullbrook: No, no. May I say that you quite justifiably tempered those remarks by saying that they were, at best, irrelevant and inappropriate. But you understood that and I admire you very much for that, if I may say so, Madam Minister.

I want to be very frank with you: I am not nearly as concerned with the Minister without Portfolio who also occupies the obligation of Chairman of Cabinet (Mr. Brunelle), with known collateral responsibilities; our concern here is the creation of the new Ministry without Portfolio in the context of the creation of that obligation, together with the fact that you are asking us to appropriate \$7,500 statutably for the creation of a new Ministry without Portfolio.

My whole attitude in this respect is that for them to have given you this responsibility was inappropriate, because what it does is obfuscate our opportunity to deal with the ministers directly as to why they need the money. That is what it is all about. Traditionally, that is why we are sitting here. We are sitting here to say, "Is this dollar of taxpayers money spent in a worthwhile fashion as far as we are concerned?" As I said before 6 o'clock, for us to ask you to answer

that question is inappropriate, uncharitable, unwise and obviously ineffective. You can't do it.

What we did, in effect, was that we tried to be as temperate as we could in the circumstances. Through the Chair, we suggested that you might use your good graces to ask the two ministers to come before us. I want to say, excluding imminent other responsibilities, if you had come back tonight and said to me, as one member of the Legislature, "I regret the fact that the Hon. Rene Brunelle and the Hon. Lorne Henderson are now obliged elsewhere, but they will come before you tomorrow morning or Monday afternoon and you will be able to have a very significant discussion with them as to their supportive staff," then I would have been quite content. But to come before us and begin with the comment, firstly, that it is the prerogative of the Premier to appoint the cabinet and, secondly, "You are voting moneys to me"—and I want to tell you frankly, I think the money is well spent—is not acceptable at all.

Since I am not a member of the committee, then I request, I abjure, I advocate my colleagues to consider a motion to bring those ministers before us—not a motion to do away with the expenditure of those funds, because that is prejudging whether the funds should be spent or not. As subjective as I may seem in this discussion, I am prepared to say—and I think my colleagues Mr. Davison, Mr. Ruston and Mr. Cunningham are taking this position—if the Hon. Lorne Henderson can justify an expenditure of \$100,000 having regard to what he is doing right now, so be it and we will spend the money. But we have to have him here. To do otherwise is to make a mockery—the very format is making a mockery of the system of passing estimates, and to do otherwise is not doing our duty.

I don't think it is a matter of national or provincial moment, believe me. If the Premier of Ontario would ever entertain in his wildest configuration of ideas that this is a matter of what he would call non-confidence, so be it; as far as Sarnia is concerned, so be it. If the expenditures of money for Lorne Henderson become a matter of non-confidence in a context of a government spending \$11 billion, so be it. But I for one will say this: The buck has to stop somewhere. I hate to use that phrase, but I just finished Margaret Truman's book, so I couldn't do much about it. But the buck has to stop some place. It really does.

Honestly, when you listen to Eddie Sargent and Bob McKessock and these other people talk about these hospitals, and in light of the fact that I ran the last campaign on the basis that we have got to stop spending money, I find it unduly hypocritical for me to chastise the government every time they are closing a hospital. I will take issue with their priority judgements, but they are trying to save money.

[8:15]

I am not going to vote \$226,200 for Rene and Lorne to do whatever they are doing without knowing what they are doing. Believe me, I am not going to do that.

I want to say to you, as one member of the Legislature, that's it, as far as I am concerned. I just truly hope that my colleagues will entertain a motion saying: "Come before us." And if they don't come before us, let's go up into that House and let's say to the Speaker, we want them before us. We want to know what Lorne is doing.

As I said this afternoon, it's fun for the Premier to say to me, his old friend of 25 years: "Jimmy, he's a great support to me." That's fun; I love it. And when he gives me that cigar smoke and the Cheshire cat smile, I take it well. But I am not going to support the expenditure of those funds unless I know what Lorne is doing, because I have prejudgement on what Lorne is doing.

Lorne's function is a political function, and I think it's the most appropriate thing that William Grenville Davis has done in years to have Lorne involved in a political function. Have you ever been at a rural meeting when Lorne is there? He mesmerizes them. He mesmerizes them, but let that be the responsibility of the Progressive Conservative Party. I want to know what Lorne does; and if we don't know, then I suggest to you most respectfully we are really not undertaking our responsibility. Thank you very much, sir.

Mr. Singer: I join with my colleague from Sarnia in putting forward the same point of view. Let me try and do it from a somewhat different approach. I have been around here long enough and I am a sufficient student of parliamentary procedure to be awfully concerned about the right of Parliament to control the expenditure of the public purse. I think it was the ship tax that resulted in the decapitation of Charles the First. It was the Boston tea party that had a great deal to do with the American revolution. Taxation without representation is a terrible thing, and the ability of elected people to spend money

without being able to account is one of the absolute negations of the democratic process.

When the minister says—and I have tried to write down what she had to say: “I have satisfied myself that the staff of these two ministers is commensurate with their duties;” and then she went on to say: “But really, it’s a matter of no concern. I can’t tell you what their duties are. I am not bringing them here.”

At 6 o’clock, we asked her to bring them here. They are not here; and she comes back tonight and says: “I have satisfied myself—I, Margaret Scrivener, have satisfied myself that the moneys asked are commensurate with their duties, but I can’t tell you what their duties are and I am not going to produce them.”

I think this is flaunting, I think this is arrogant, I think this is absolutely the negation of the democratic process. I don’t think there can be anything more flying in the face of the duty and the responsibility of a cabinet minister than to come before a responsible, elected committee of this Legislature and say: “I have satisfied myself that it’s proper and therefore we are going to do it”; and that’s the end.

Mr. Chairman, let’s look at what she said here this afternoon, this piece of paper. Ministers without portfolio, and two of these portfolios are filled. One is currently vacant, no staff salaries and so on.

With respect to Brunelle, \$61,800 has been budgeted for four classified staff members and \$13,500 for one contract staff member, total \$75,300. The four budgeted classified staff positions are filled at annual salaries amounting to \$61,300; the unclassified position is also filled at an annual salary of \$11,400. In addition, the minister currently has the services of a part-time clerk-steno. There is \$2,600 left in the budget for expenditure of this type.

What does all that mean? Have you said one word in there about what any one of these people do or what the minister does; one word in that paragraph that says what any of these people do? Surely this is what the whole estimate process is all about.

Hon. Mrs. Scrivener: Excuse me, Mr. Chairman.

Mr. Singer: Surely you are due to—no, no; please do not interrupt me.

Hon. Mrs. Scrivener: I am sorry, the member is making—

Mr. Singer: Now wait, just let me talk.

Mr. Drea: On a point of order.

Mr. Chairman: Mr. Drea has a point of order.

Mr. Drea: If Mr. Singer had chosen to drop in here the other night, there is abundant record in Hansard as to an exact description of all the job titles—

Mr. Singer: That is not a point of order. That’s a counter-argument, Mr. Chairman.

Mr. Drea: Just a moment, will you?

Mr. Singer: No, I won’t wait just a moment. It is not a point of order at all.

Mr. Drea: Why don’t you be bellicose somewhere else, perhaps where you belong?

Mr. Singer: I’ll be bellicose where I choose it’s appropriate to be bellicose, without guidance from you, Frank.

Mr. Drea: The scope of the office of Mr. Brunelle, its duties and responsibilities, were read into the record the other night.

Mr. Singer: Mr. Chairman, this is not a point of order. This is a counter-argument.

Mr. Drea: It’s no counter-argument. You said that was nothing here; it was read into the record the other night. If you were here once in a while, you wouldn’t use redundant arguments in here.

Mr. Singer: Mr. Chairman, may I continue now? There is no point of order at all.

Mr. Drea: I think there is.

Mr. Singer: The second point on this sheet—

Mr. Chairman: Order, please. I think this really is becoming a debate right now.

Mr. Singer: That is what we are here for, isn’t it?

Mr. Chairman: I would suggest that Mr. Singer continue.

Mr. Singer: Thank you, Mr. Chairman. The second paragraph here says that Mr. Henderson is budgeted for one classified staff member at \$24,000 and three unclassified staff members at \$44,000, for a total of \$68,000. The classified position incumbent is earning \$13,700 and the three unclassified incumbents are earning \$35,200. Surely it is incumbent upon this minister to say why those positions are necessary and why those funds are necessary. The suggestion that was

made this afternoon by several members of the committee, that the two responsible ministers without portfolio come here and tell us why they need one classified and three unclassified or 1½ classified or 1¼ unclassified, is part of what it is all about.

You are asking for money, and this is a time of great restraint. Mr. Grossman, the member for St. Andrew-St. Patrick, was wandering around earlier this afternoon. He is very upset, as perhaps he has every cause to be, about the closing of a hospital in his riding, because we are short of money. And here we have \$226,000 that you are asking us to vote because, says the minister, "I have satisfied myself the staff is commensurate with the duties of the people involved." We don't know what the duties are of the people involved. We have two namby-pamby pat paragraphs on a printed sheet that mean absolutely nothing.

That's my point. I would join with Mr. Bullbrook, my colleague from Sarnia, in urging upon the members of the committee that that motion be brought. If there is an explanation—and perhaps there is; perhaps there is a good one—let's hear from Mr. Henderson and Mr. Brunelle as to why they need these moneys. And if it is justified, then I'm sure the committee in its wisdom will vote it and the House will support them in that vote.

Mr. Chairman: Madam Minister, and then I will call on Mr. Davison and Mr. Ruston.

Hon. Mrs. Scrivener: Mr. Chairman, I would like to say a few words of explanation to the last speaker. At the session on Thursday evening, and again this afternoon before the member came into the committee, the role of the ministers without portfolio was established on the record and was discussed. Furthermore, the paper to which he has addressed himself was produced at the request of a member of the committee who asked specifically for a breakdown of the costs; that is, the cost of the staff requirements. That is what the paper is concerned with. That is my business—the cost of the staff requirements—and that is what we provided; and that is the paper which was circulated this afternoon at the request of a member of this committee. So to criticize the paper simply because it doesn't contain more information is really pointless inasmuch as the paper provides what was requested last Thursday evening.

Mr. Chairman: Mr. Davison moves that the ministers without portfolio be summoned

to appear before this committee. Is there any discussion?

Mr. Ruston: Mr. Chairman, I mentioned earlier about asking this committee to approve an expenditure without us having any opportunity to speak to the people sending it. I mentioned at the time that this expense should be in the Premier's estimates. It's not satisfactory to have the Minister of Government Services come and say, "Well, this is what we need, and we can't say how we're going to spend it," so we can't find out just how it's being spent.

We questioned her this afternoon with regard to other expenditures of her ministry and got what we thought were reasonably satisfactory answers. But in this particular expenditure she is apparently unable to answer the questions that we have asked, so I can't see any other alternative, Mr. Chairman, but to agree that we call the two ministers without portfolio before the committee. I was prepared to make a motion and have one written out. However, I would support the motion to have them brought before the committee.

Mr. Drea: Mr. Chairman, on the motion I would just like to underline the point that seems to have escaped you, that part of this was discussed the other night. I don't want to get into the merits of how it was discussed, but nonetheless it was discussed. I don't want it to go by that this piece of paper here was the entire answer to the amount in the estimates. This piece of paper here, just so the record will be absolutely clear, was in reply to the difficulty that the ministry staff had in explaining the arithmetic of how the \$226,000 was arrived at. So that instead of being a piece of pap, or something, it was a supplementary answer to a rather detailed one that was given at the time. Whether that answer would be satisfactory to the committee or not is another matter.

There has also been a great deal of discussion tonight as though the minister were responsible for this decision. I would point out to you that in these estimates, item 5 was placed in there. I would suggest to you that the minister has no alternative except to present it. I don't think it's fair that the finger of accusation was pointed at the minister; that she had an obligation to explain it—and that has been done tonight. I don't think she has an obligation to explain it. I think she has an obligation that, when that particular matter is placed within her estimates by people whose day-to-day activities

are beyond her control, that all she can do is to verify the figures—that they appear to be reasonable—and to present them to the committee.

If the committee is not satisfied as to the particular merits of the submissions that were put by the minister, then certainly it is within the prerogatives of the committee to seek additional information, and I have no quarrel with that. But I do have a substantial quarrel with the impression that's being given that the minister has been arrogant, that the minister has virtually said, "Here they are, and there's really nothing more I can do about it; you have to take it on blind faith." I don't really understand the puzzled look I'm receiving, because those things have come across pretty loud and clear.

All I want to say on this motion is that I think it should be very clearly understood that the minister had no alternative except to submit the estimates. Indeed, that is the only authorization by which the staff could be paid, regardless of whether the work they do is valued at that, or valued at more or valued at less. The only authorization for payment, and rightfully so, is through the estimates.

I think there is a substantial quarrel, and I agree with the last speaker, that perhaps the appropriate vehicle would have been the Premier's estimates. I think there may be a substantial quarrel that a minister, any more than a Minister of Health and a Minister of Community and Social Services, or anybody else, should have to place before a committee estimates of people beyond their direct control, because these aren't ministerial estimates. If the money was squandered or totally unnecessary, there is not one single thing that this minister could do. Now, if we want to vote on a motion as to whether Mr. Brunelle and Mr. Henderson should be brought forward to explain exactly why they need the money and the scope of their duties, that's fine; but I certainly don't think this should be a forum where abuse and scorn is heaped upon a minister for doing her duty to the public and saying, quite candidly, that she can go no further. She can't explain what these people do. I suppose she could say so in broad terms, but she can't give a detailed outline.

There is just one final point, Mr. Chairman, that I would like clarified on this. Was either one of the ministers asked to be here?

Mr. Chairman: If I might answer that, it was suggested earlier this afternoon when the subject was brought up, that the minister tried to contact the ministers to see if they

would be available at some time to meet the committee.

Mr. Drea: Yes, but I asked were they? It's now 8:30; were they?

Mr. Chairman: I'll have to ask the minister.

Hon. Mrs. Scrivener: As a matter of fact, I did want to communicate the concern of the committee to both of the ministers, but neither could be reached. I know that one minister is apparently not in the city. I do not know the whereabouts of the other minister at all. I have to say I tried to reach them after 6 o'clock, and that's not a very convenient time at any time.

Mr. Drea: I think that is somewhat at the crux of the argument.

Mr. Bullbrook: It's very unfortunate that they weren't advised.

Mr. Drea: To say, when someone can't be reached or someone is unavailable, "You couldn't be reached or were unavailable at 8:34 at night and we're going to pass a motion demanding your presence," when they were never informed in the first place that their presence might be required for those who are so concerned about the rights of the Legislature, I think that that might be a very, very peculiar step.

Mr. Bullbrook: May I just speak to that? I'd really appreciate the opportunity of speaking to that because, of course—

Mr. Chairman: There are quite a few on the list here.

Mr. Bullbrook: I realize there are, but I think the members would indulge me in this respect as being somewhat the vehicle of this difficulty; if that's the way I can put it.

It's really unfortunate, Madam Minister, that, rather than coming in and giving us, and I say it charitably again, a lecture on the fact that the Premier has the prerogative of appointment, you had told us that you didn't have the opportunity of seeing the ministers, then that would have really been a different ball game, because that's exactly my response.

To say that we abused you, as my colleague from Scarborough says, I don't think I've abused you at all. I don't think you feel that I've abused you at all. In any event, I've always felt that you could handle yourself extremely well, as far as abuse is concerned.

But as I understood the history of what we talked about, and Mr. Davison will help me here, there were three alternatives available to this committee. The first one was to have the minister undertake to communicate with the ministers involved to see if they would come at 8 o'clock. The second one was a motion, under our standing orders, to ask them to come before us. The third one was to vote the money out of the estimates.

What we chose, as a temperate committee, I thought, was the first one. We said, "Let the chairman suggest that we do this." And I think quite rightly so; we chose that guidance. We said, "Yes, let's have the minister try to get hold of them."

I want to say to you frankly, had you said to me, as one member of the Legislature, when you came back, "I'm sorry, gentlemen, I wasn't able to get hold of them", that puts a different complexion on it. Because then it means that, in effect, you'll continue to try to get hold of them, feeling, in effect, that the members of this committee have a right to interrogate with respect to the expenditure of the funds.

I want to close this by saying this—and I really appreciate the indulgence of the Chair and members of the committee—that something has to be set straight here. The essence of this thing isn't the document that was produced this afternoon. The essence of this is Mr. Davison's comments as far as job description is concerned. I can précis them as best I can in saying that the job description of Mr. Henderson was, in effect, aside from cabinet duties, he undertakes cabinet responsibilities at the request and direction of the Premier. I think that is a fair précis of his duties.

Mr. Davison: He takes special assignments.

Mr. Bullbrook: He takes special assignments. That's what we're talking about. I want to know why he has to spend \$68,000 on special assignments, because I've got to know what the special assignments are. I recognize full well the Minister of Government Services can't give that explanation to us. That's all we're really asking here. So if there is a great deal of sound and fury, I suppose it is because of our natural intent as opposition members to make sure that the money is properly spent. I do appreciate your permitting my intervention in that respect.

Frankly, Mr. Chairman, my thought is that if you continue to say to us that you will try to get the ministers here, perhaps Mr. Davison will withdraw his motion. I hope he

doesn't. I want to be frank with you; I hope he doesn't, because when you come back and give us that response, and don't tell us that you were not able to get hold of the ministers, I think it is time the committee undertook their responsibilities and said, "Fine, under our standing orders we will ask them to be here."

Mr. Drea: May I finish?

Mr. Chairman: Excuse me just a moment, Mr. Drea. We have a motion on the floor; we have a number of speakers who wish to speak on the motion. However, there might be a different feeling among the committee. From the recent comments, I don't know. So we will continue with the motion that is before us. Mr. Drea.

Mr. Drea: The only concluding remark I had on the motion is that I find it fascinating that it had to go all the way around the table and get to me before anybody asked whether the ministers had been asked to be here. I think that is rather a significant judgement on what is going on in here tonight.

Mr. Shore: You did a great job, Frank.

Mr. Singer: On a point of order, Mr. Chairman, could I recall to you what you said just prior to adjournment, that this particular item would stand down pending the advice of the minister, after 8 o'clock, as to whether or not either of those parliamentary assistants, or whatever they are, would be here tonight. Those were your remarks when we stood that matter down just prior to adjournment at 6 o'clock.

Mr. Drea: You weren't here at 6.

Mr. Shore: Mr. Chairman, I believe that had the Minister of Government Services made that presentation earlier, it might have had an effect on whether there would be a motion or not. But I choose to believe that there is nothing defensive or negative by this motion. I would think, and still believe until proven otherwise, that these ministers without portfolio would be pleased to come before this committee and explain what these estimates are about. Therefore, as a member of this committee, I would urge very strongly that the motion not be withdrawn.

I think it is a fair motion, a positive motion, and it doesn't have to be taken in any offensive way. I would strongly encourage the members of this committee to vote in favour of it and take it the way it is truly meant, in my opinion—maybe not in everybody's opinion, but in my opinion—that here

is an opportunity for the ministers to come and explain their position, and certainly that is not asking too much of anybody.

Ms. Bryden: Mr. Chairman, I think the motion that is on the floor is probably still relevant, even though I don't think we were all clear at the time it was made as to whether the ministers had been invited tonight or not. At 6 o'clock, I understood that they would be approached and that we would deal with the item only if they were available. But since they haven't been invited, let's make it clear by this motion that we would like the item not to be considered until they do appear to give us information on exactly what the money is being voted for.

I think it is quite clear that we are not voting on the principle of having ministers without portfolio here; that is provided for in the statutes. The Premier has the right to appoint them, and it has been done in the past. What is new this year is to provide a fairly substantial budget for ministers without portfolio in a ministry other than the Premier's Office. When we are doing something new, I think we should look at it very carefully and work out procedures for examining the estimates involved and maybe even deciding whether they belong in this ministry. That is why I think it is very important that we ask the ministers without portfolio to come before us and discuss with us what this money will be used for and how it fits within the programme description of the ministry administration programme. I must say I find these programme descriptions in all of the estimates are the vaguest of the vague, but this one says:

This programme provides the ministry with administrative support services. It utilizes professional expertise to assist the ministry to meet its operating objectives in a co-ordinated manner . . .

I would be quite interested to know exactly what professional expertise these three ministers without portfolio will provide to assist this particular ministry to meet its operating objectives and how they fit in with the administrative support services of the Ministry of Government Services. I think if they are going to be in this ministry, they must fit within that programme description. At the moment, I am not clear at all as to whether they do; therefore I think we should vote for this motion.

Mr. Chairman: I remind the committee that the motion before the committee states that the ministers without portfolio appear before this committee. That's the motion

that we're discussing at the moment; and so the members will know, the names I have before me are Cunningham, Bullbrook, Davison, Makarchuk, Lane, Ruston and Martel.

Mr. Bullbrook: I've already spoken.

Mr. Cunningham: Very briefly, I won't take up the time of the committee. My difficulty emanates from the possibility of me, as a member, being called upon by a constituent in my riding to justify this expense or any other expense. I'm going to find it pretty difficult to do that if I don't know what these two gentlemen do.

I had said earlier I had a pretty fair idea of what Mr. Brunelle was responsible for but I am somewhat hazy in regard to Mr. Henderson's duties—and I say that with no disrespect to this minister, who I have a great deal of respect for. I think she has tried to provide an explanation to us to the best of her ability. Unfortunately, I don't think that that is satisfactory to most of us here. That's all I have to say.

Mr. Davison: Just a few remarks. The question came up today shortly after 3 o'clock; it wasn't something that sort of jumped to attention at 6 o'clock. It was raised, I think, at 3:15 or 3:20 and I think that should be clear. It's quite true, I suspect, or quite possible, that an attempt to reach the ministers wasn't carried out until the supper hour, but there was always the possibility of delivering a note by a page or some other method of reaching them.

Another thing is there has been some talk about what has happened in the committee on Tuesday and some indication that there might have been a discussion at that point in time about the classifications of the people and breakdowns of the expenditure and so on and so forth. We did have a lengthy debate. We debated that particular point from, I think, 10:05 until 10:28. There was quite a lot of time involved but there was very little or no information involved. I think the minister would confirm and her staff would confirm that to a great extent the Minister of Government Services and her staff were as unclear as some of the members about the breakdowns and the classifications of personnel. I don't think any of us should think that there was a discussion at that time because there wasn't. Is that a fair statement?

Mr. Drea: You asked for the figures; you got them.

Mr. Davison: No, we didn't, not last night.

Mr. Drea: Tuesday night, you couldn't understand the arithmetic and you asked for a detailed breakdown.

Hon. Mrs. Scrivener: Last Thursday evening—

Mr. Davison: Tuesday? Tuesday night.

Mr. Drea: Fine.

Mr. Davison: Between 10:05 and 10:28 on Tuesday night. I have Hansard here. I don't want to read 20-odd minutes of Hansard into the record. That's a complete waste of time.

Hon. Mrs. Scrivener: But you did ask for a breakdown and we gave you this.

Mr. Davison: What you thought was a breakdown.

Hon. Mrs. Scrivener: Yes.

Mr. Davison: It's a different breakdown from what you gave me today.

Hon. Mrs. Scrivener: I'm sorry. Today, we prepared that especially for you.

Mr. Davidson: Right, but the point I'm making is that last night, because of the transfer to your ministry, you didn't have the facts and figures and you were unclear as to who was classified, who wasn't, who was working for who, what their titles were, so on and so forth. I don't want the committee to have the impression that we did discuss it last night; that's erroneous.

I think the committee today was being very polite and we chose the route of having the minister request or talk to the ministers without portfolio so they could come before the committee without any suggestion of conflict. I don't think that note was raised in the debate this afternoon and what we have now really, is a pretty senseless sort of confrontation. I think perhaps the minister was slightly defensive of her position in her opening remarks this evening, and it wasn't really needed. As Mr. Bullbrook said, if you had come to us and said, "I couldn't reach them," we could have understood that. It's unfortunate that it would have had to come to a motion on the floor, which it has come to now. I don't think there can be any debate on that, because that's completely within the powers of the committee; it's the committee's job to request these people to be here. I'd just like to repeat, before I close, that it's unnecessary and unfortunate that we've come to this point.

Mr. Makarchuk: Mr. Chairman, I think everything that could have been said has been said, but there's one point I want to re-emphasize to the members here and to express my own feelings on this matter. We have been elected to scrutinize the expenditures of the various ministries, and if somebody can explain to me where else I can have the opportunity to scrutinize the expenditures of the ministers without portfolio I'd perhaps be very happy to reconsider my views. However, there is no other place where I can look at these things.

[8:45]

It is our responsibility to look at these expenditures, and I think we would be remiss and certainly falling down in our duties if we did not look at them. They are listed in the estimates under vote 801, item 5; I don't see why there should be any further questions. The ministers are spending the money; I realize that this minister only provides the services and that within her ministry a certain sum of money is allocated to another minister. We're aware of that.

You don't make the specific judgements as to how the money is spent, but the money comes under your ministry initially; therefore, the people who do spend the money should be prepared to tell us how they spend the money. That basically is what we're all about and that is why I feel this is a good motion. It would give us an opportunity to question these people and find out what they're doing with the cash, which incidentally belongs to the taxpayers and not to the ministries.

Mr. Lane: Mr. Chairman, it seems to me that if the estimates for the ministers without portfolio are to be included in this minister's estimates, then it's probably only fair that these people should appear and explain how they spend their money, because I don't think they could expect this minister to know in detail. I think that's fair game. So I'm not concerned about that.

The only thing I'm concerned about is that neither minister knows that he was supposed to be here, but we are going to vote to summon them before the committee; neither one of them knows he was to be here and very likely both would have appeared if they had been asked. I think that's the unfair part of the motion. They can justify their expenditure; if they can't, that's their problem, not mine. I'm not concerned about them coming before the committee. I'm concerned about the way it's being done, that's all; as far as I know they were never invited.

Mr. Shore: They are being invited now.

Mr. Lane: But they don't know that. They are going to be ordered here now; they're not being invited. If they wouldn't come voluntarily, fine, then we'd have to summon them. I think they should have been invited before we summoned them; that's my point.

Mr. Chairman: Order, please.

Mr. Ruston: Mr. Chairman, I don't think there's anything so strange about asking someone to come before a committee. I have sat on the public accounts committee and other committees, and I know you ask civil servants, deputy ministers and ministers to come before you simply because you want an explanation of things. I don't think there's anything so strange about that.

I do agree to some extent with the last speaker that the two ministers without portfolio probably should have been asked by the chairman of this committee instead of leaving it up to the minister, since it's an area where I can see that she has problems. She can't expect to know the answers, and I wouldn't expect her to know them, because, as I mentioned earlier, it's not really her responsibility, although she is obligated to collect the money.

I really don't think there's anything all that earthshaking about us asking a couple of ministers without portfolio to come up and explain the expenditure of public funds. I think that should be expected; I'm sure they probably won't be too surprised if they are asked. I don't think we're doing anything ulterior; I think we are just making a reasonable request.

Mr. Martel: Mr. Chairman, what's bothering me is the direction in which the committee is heading. Last week we considered the estimates of the Board of Internal Economy and we had to put a motion on the floor and ask that the three cabinet ministers who sit on the Board of Internal Economy be here to explain their actions to the committee.

Tonight, we're into another set of estimates and we're into the same sort of dilemma. I mean, if they're cabinet ministers, surely to God their responsibility is to be here when estimates for which they are responsible are presented. Now, in two weeks we have had two motions to ask cabinet ministers to come forward. If they don't want to come forward and be here, without us sending for them, then I suggest they resign their cabinet posts. I don't think the onus should be on this committee to be constantly sending for cabinet

ministers who have expenditures and have to answer to the committee.

I am probably taking the minister off the hook by saying it, Mr. Chairman, but you as chairman should insist that whoever should be here, be here. I'm tired of sending for cabinet ministers. Now that's twice in two weeks. And by God, they should either be here, or you tell the Premier maybe they should resign. That's what the nub of it is. They're shirking their responsibility in not being here. They ducked it last week, and they're attempting to do it again. I'm tired of seeing motions put, and for us to spend an hour on this sort of debate about cabinet ministers who haven't shown up when moneys which they are spending are being approved, and they aren't here to answer for it. And that's irresponsibility on their part.

Mr. Chairman: With respect, Mr. Martel, just to come in here for a minute, but the situation is quite different—

Mr. Martel: No, it's not.

Mr. Chairman: —from the last time. We do have a minister here, the Minister of Government Services. We discussed this this afternoon and suggested that this course be taken. The ministers last week belonged to the Board of Internal Economy, and I don't think there's—

Mr. Martel: Mr. Chairman, with the greatest of respect, I think there is a parallel. I think the situation is exactly the same. These cabinet ministers are spending government funds. The estimates for which they are accountable are before this committee, as they were last week. In fact, out of courtesy to this committee, those ministers should be here without this committee, once again, having to send for cabinet ministers who have spent the money.

I don't think we should be summoning them and asking them for their presence here. Do they think that they're above this committee? If they're spending money, they have the responsibility to be here during the discussions on public moneys being spent. I'm getting tired of asking them to come.

Mr. Singer: Good point.

Mr. Gregory: I don't know who Mr. Martel is debating with, because he hasn't heard a contrary opinion yet.

Mr. Martel: Yes, I have.

Mr. Gregory: No, he hasn't. The fact of the matter is, neither of these ministers—

Mr. Martel: They don't have to be requested.

Mr. Gregory: Please let me make a point. The fact is, they have not been requested to be here.

Mr. Martel: They shouldn't have to be.

Mr. Gregory: Will you please listen for a moment? You might learn something.

Mr. Martel: No, I'm afraid not.

Mr. Gregory: Well, you might. Mr. Chairman, I agree in principle with Mr. Davison's motion. However, the fact is that it has not been mentioned to the gentlemen in question yet. I'm going to ask Mr. Davison if he will change his motion to the effect that the ministers appear before this committee. Could you change that; that the ministers be requested to appear before this committee? Simple as that.

Mr. Davison: I don't see the point.

Mr. Gregory: Well, Mr. Davison, you made the point that the committee has been polite up to now, and I'm suggesting that we remain that way.

Mr. Davison: I don't see that that changes the motion at all.

Mr. Gregory: Well, it does.

Mr. Davison: There's nothing rude about the motion, or there's nothing offensive.

Mr. Gregory: I think there is. They are being subpoenaed, virtually; and I don't think that's the nature of it. Neither one of the gentlemen has refused to come; they haven't even been asked yet. It wasn't required that they be here. All I'm asking is that they be requested to be here.

Mr. Davison: I simply moved that they appear.

Mr. Gregory: Why don't you move that they be requested to appear?

Mr. Chairman: The motion reads that the ministers without portfolio appear before this committee.

Mr. Gregory: Will you accept an amendment, Mr. Chairman, that the ministers be requested to appear?

Mr. Makarchuk: Mr. Chairman, why don't you move an amendment?

Mr. Gregory: I will, if I have to but I would rather Mr. Davison changed his motion.

Mr. Makarchuk: I would rather he did not.

Mr. Gregory: Then I will make the amendment.

Mr. Makarchuk: Then you make the amendment. Speaking to the amendment, Mr. Chairman—

Mr. Chairman: Just a moment. Order, please. We have an amendment from Mr. Gregory to include the words "be requested to."

Mr. Gregory moves that the motion be amended by adding the words "be requested to" before the word "appear."

The amended motion would then read: "that the ministers without portfolio be requested to appear before this committee."

Mr. Bullbrook: Are you available to comment tonight on the amendment here? I'd like to make a comment in connection with the amendment.

Mr. Chairman: Yes, but the minister has to comment first and then Mr. Makarchuk.

Mr. Bullbrook: Oh, I'm sorry.

Hon. Mrs. Scrivener: Mr. Chairman, I can see that this committee is getting itself thoroughly bound in motions and amendments. I would like to make a couple of observations, if I may.

The first is that ministers operating ministries are and can be held accountable for the funding of their ministries and for the operation of their ministries. It seems to me that ministers without portfolio are in a somewhat different position. They are not operating ministries as such. They carry out, as a rule, special assignments and they are assigned those responsibilities generally by one person—and I made this point earlier—and that is the Premier. Their accountability then really is to the Premier.

It seems to me that to examine ministers without portfolio about their staff requirements is as fruitless in terms of identification of responsibilities as it is to discuss the responsibility of ministers without portfolio with me, who has no responsibility for the execution of their assignments. It seems to me that my original remark at the beginning of this meeting still holds, that the ministries without portfolio really are the responsibility of the Premier who appointed the ministers and as-

signed them their responsibilities and that perhaps the business of this committee is with the Premier in the Legislature. I would ask the committee, please, either to approve item 5 or stand it down as they see fit and perhaps to continue this discussion in the arena upstairs. It seems to me that this is more appropriate than what we're engaging in at this moment.

Mr. Bullbrook: We can't. There is no arena upstairs. Knowing the rules, as you do, as a minister of the Crown, there is no arena upstairs because the arena upstairs is the arena down here.

Hon. Mrs. Scrivener: I know. We are an extension of the Legislature and that is perfectly true.

Mr. Bullbrook: This is the standing committee that reports back, if you follow me. We either appropriate the funds or we don't appropriate them.

I'm sorry, Mr. Chairman, you're looking uncomfortable because I'm interjecting but there is a distinction here, a basic distinction. It's very nice and easy for the minister to say let's continue it upstairs. We don't continue it upstairs because upstairs truly is downstairs. We're sitting here as if we're sitting in the House.

[9:00]

Mr. Chairman: The minister has the floor.

Hon. Mrs. Scrivener: It appears to me that there most certainly is an arena in the Legislative chamber and this is when these estimates are presented by your chairman or in the estimates of the Premier or in a special session that you arrange through the Speaker. You most certainly do—

Mr. Bullbrook: If I may rise on a point of order, because I know the member—

Mr. Chairman: Mr. Bullbrook, what's your point?

Mr. Bullbrook: Sorry, my point of order is that the minister doesn't understand the ordering of the standing orders of the House. You see, we are in the Legislature now; as a matter of convenience only these estimates are brought before a committee.

Hon. Mrs. Scrivener: I'm aware of that, Mr. Bullbrook.

Mr. Bullbrook: This isn't the standing committee, this is the same as the Legislature.

Hon. Mrs. Scrivener: I assure you I'm aware of that.

Mr. Bullbrook: I'm sorry.

Hon. Mrs. Scrivener: In any case, Mr. Chairman, I am asking this committee to either—

Mr. Chairman: Excuse me, Madam Minister, on the point of order.

Mr. Martel: There is certainly no way in which you can get this back to the Legislature, as the minister requested. To suggest that is really ridiculous, because to discuss it under the Premier's estimates is impossible. The spending is not in the Premier's estimates, it's in this estimate.

Mr. Chairman: Order, please, I think we're becoming repetitious.

Mr. Martel: No, it's not.

Hon. Mrs. Scrivener: Mr. Chairman, I've suggested to the committee that they stand this down and take it up with the Premier. Failing that I would say to the committee that what we are discussing is staff requirements, item 5; staff requirements is what it is involved with. Staff requirements for the ministers without portfolio. I would suggest then to the committee that if they wish to stand this down I will review this whole matter again with the ministers without portfolio.

Mr. Makarchuk: Mr. Chairman, if we're going to stick to some rules and procedures here I think there's an amendment on the floor right now and we are supposed to be speaking to the amendment.

Mr. Chairman: We're speaking to the amendment.

Mr. Makarchuk: Okay, in that case, Mr. Chairman, I would suggest that we vote against the amendment because, as I understand it, all the amendment says is "we request the ministers to appear." It's not what we have in mind. We want the ministers to appear here.

Whether the ministers accept our request or not, the amendment, the way it is worded, leaves the ministers the option whether they want to appear or not, and that is not what we're all about. We want the people here in order to be able to ask them certain questions dealing with \$226,200 which, as I said earlier, is the taxpayers' money. It belongs to the people of Ontario. It's going to be spent. We want to know how it's going to be spent.

I would, if I may, Mr. Chairman, move that we call the question now.

Interjections.

Mr. Makarchuk: All right, I'll withdraw that last portion. I'm willing to withdraw the vote, I'm sorry.

Mr. Chairman: I'm sorry, I can only accept motions from members of the committee.

Mr. Bullbrook: I wanted to speak in opposition to the amendment because, of course, it's manifest that an amendment of that nature permits the response, "We will not respond to your request."

We may as well make it understood, it's not a request, right? Under the standing orders you have the right to bring people before you, Mr. Chairman, and I think at this time, in the circumstances, you should say we must bring them out.

In support of that, I want to use the words of the hon. minister who is here. You're quite right, Madam Minister, it's a question of accountability. You began with that comment and you're absolutely right—accountability; and the fact is that you can't account for these funds. You see, you told us already, Madam Minister, that you can't account for those funds and that's the essence of it all. Nothing has been more pithy than your comment of accountability, because you can't account. So we want somebody to come forward to account to us.

Mr. Lane: Mr. Chairman, I'm probably repeating myself. I think every member of this committee wants to be fair and it just seems to me that we're not being fair if we summon people to come who haven't been invited. I have reason to believe that if Mr. Ruston had deleted the motion he started to write, that's what he would have said. He was upstaged by the official opposition and his motion never got before the committee. But I really believe that's what he intended. I really believe that we all intended that they be requested to appear. I'm suggesting that.

Interjections.

Mr. Drea: It's true.

An hon. member: I think it's true.

Mr. Chairman: Order, please. Any further comments?

Mr. Ruston: If my name has been mentioned here—of course, Mr. Bullbrook mentioned my interpretation is, from committees I have sat on, that when we make a motion to request someone to come before the committee the motion was made that way. Maybe the word "request" is a matter of semantics

or some legal minds figure that is the way it has to be but in my humble opinion, I don't think it makes any difference. I think we are just splitting hairs when we start putting that in, I must admit, and I couldn't really care less.

My interpretation would be if we passed a motion that had this request in it and they did not appear I think this committee could report to the Legislature that they refused to come before the committee. That is my interpretation. Whether you have "request" in it or not, I don't think it makes any difference.

Mr. Drea: I want to come back to this afternoon. I agree with Mr. Ruston's commentary. There were three things that we were looking at this afternoon; one was that through the minister or the chairman we would invite Mr. Henderson and Mr. Brunelle to appear. If they didn't appear here at 8 o'clock, we would then proceed, through Mr. Ruston, to introduce the motion, which everybody clearly understood would be passed, demanding that they be here. There was a third thing, and I wish the member for Sarnia would listen since he brought up the three things today and then conveniently forgot them tonight.

The third thing was if they refused to attend after the motion was passed, after declining the invitation and after declining the motion, Mr. Ruston was going to move that item 5 not be passed; that the entire amount of funds be removed from the estimates and that we proceed. That is exactly the procedure that was going—

Mr. Bullbrook: That is not right.

Mr. Drea: For heaven's sake, you gave the man a brief today. You told him what to do. In the first place, there was some suggestion that they just be invited and if they didn't come that the money be cancelled and then you got in with your temper tantrum.

Mr. Bullbrook: That is not right, I never—

Mr. Drea: Would you tame him?

Mr. Bullbrook: That is not right.

Mr. Chairman: Order, please.

Mr. Drea: Those were the three things this afternoon. All I am suggesting tonight is, in the light of the fact that the ministers have not yet been invited, if we want to short-circuit the first step with a motion, that is fine by me. The way the motion reads, and the reason I am going to support the amendment is it shows a reasonable concern

by this committee or a reasonable fear that the ministers are going to defy an invitation. Since the invitation was never extended, I suggest to you it is much more practical and much more objective to say that the two ministers be requested to appear before the committee.

Mr. Singer: Mr. Chairman, if I was going to move the motion ab initio I would have said something like this: That vote 801, item 5, be not dealt with until the ministers without portfolio appear before this committee.

I don't think that specific wording need be there because the intent is amply expressed in Mr. Davison's motion. That is what the committee wants. That is the way it is going to be whether his wording is used or my wording is used, or "might" or "if" or "but" is used. We are just playing with words.

It is obviously the thrust of the committee, notwithstanding the perambulations some of the Tories are doing, including, with great respect, the minister, in trying to avoid the issue. The committee wants the ministers here. That is what Mr. Davison's motion says and that is the motion which to my mind should be supported.

Interjections.

Mr. Chairman: Order, please. We will now place the motion as amended. I would ask the clerk to read the names of those who are eligible to vote as members of the committee.

Clerk of the Committee: Ms. Bryden, Mr. Davison, Mr. Drea, Mr. Grande, Mr. Gregory, Mr. Lane, Mr. Mancini, Mr. McCague, Mr. Ruston, Mr. Shore, Mr. Swart.

Mr. Chairman: Thank you. I will place the motion as amended—

Mr. Singer: On a point of order, Mr. Chairman, can't Mr. Edighoffer vote?

Mr. Drea: He is the chairman. This is turning into a circus, every night.

Mr. Chairman: Order, please. It is moved by Mr. Gregory that Mr. Davison's motion be amended to read "that the ministers without portfolio be requested to appear before this committee."

Motion agreed to.

An hon. member: Maybe we'll bring them in by the ears.

Mr. Chairman: I will ask the members to come to order, please. The amended motion has passed. The Legislature has given this

committee power, and I would quote the sentence from the motion:

All standing committees shall report from time to time their observations and opinions on the matters referred to them with power to send for persons, papers and records—

Therefore, I would ask that the ministers without portfolio be asked to attend at this committee meeting at 8 o'clock on Tuesday next. We will again have to stand down item 5, vote 801.

On vote 802:

Mr. Chairman: We are at item 3.

Mr. Davison: On the question of leased property, continuing the lines that were brought up under capital construction regarding new buildings and the vacancy rates, is it possible to get similar figures for properties that we lease as well, not only as square feet but in the amount of money? Here is a situation where we are paying out money for the space on a monthly basis, or whatever agreement on the lease should be.

Hon. Mrs. Scrivener: I am sorry, Mr. Davison, could you just give me the first part of your question? I couldn't hear it over the noise in this room.

Mr. Davison: I understand. When we were discussing capital expenditure, we were discussing new buildings with a vacancy level which we concluded in Toronto was something in the nature of 4.33, including footage waiting to be sublet or to be demolished. You explained that you would do a monthly breakdown on those. Could we have the same breakdown for the properties that you rent?

Hon. Mrs. Scrivener: I will see what we have got.

Mr. Davison: The second part of that was could we also get a dollar figure, because in this case we are talking about money that the government is spending.

[9:15]

Hon. Mrs. Scrivener: I'll ask Mr. Thatcher to respond.

Mr. Davison: Thank you.

Mr. Thatcher: The total figures that we would propose to report to the committee will include leased space as well as government-owned space.

Mr. Davison: Oh, I see. The figures that you're going to give me?

Mr. Thatcher: Yes.

Mr. Davison: Will that include outside of Toronto?

Mr. Thatcher: We can give you outside of Toronto, too.

Mr. Davison: And that will then take into account things like the Burwash institution that was brought up earlier today?

Mr. Thatcher: It's not really included in the figures. The figures that we will show you will be the occupancy of building space in terms of those areas that are actively occupied for programmes.

Mr. Davison: So the figures you show me will be figures for empty space, vacant space, in a building that is partially being used?

Mr. Thatcher: Yes.

Mr. Davison: Can we get the figures of buildings that aren't? I didn't realize that we had such property sitting around before.

Mr. Thatcher: We'll be showing you primarily office space buildings. In the case of large institutions, such as Burwash, which have ancillary buildings, storerooms and empty jail cells and things of this kind, we won't be including that kind of information. This is primarily office space or equivalent to office space. It will include laboratories and that sort of thing, but primarily office-type space.

Mr. Davison: So when it comes to the other space that we've mentioned we'll more or less have to shift for ourselves and try to figure it out as best we can. Go up to Burwash and pace it off or something.

Mr. Thatcher: Yes. If you have a specific question about an institution like Burwash we'll try and deal with it separately.

Mr. Davison: Okay, fair enough.

Mr. Chairman: Any other questions? Mr. Cassidy?

Mr. Cassidy: I wonder if the ministry can give us figures on the cost per square foot of leasing on space you've recently contracted for in midtown Toronto, the cost in the suburbs and also, what is the cost per square foot all in, including the amortization and depreciation costs on capital, of the space which has been built by the ministry for use by departments?

Hon. Mrs. Scrivener: That's a tremendous question, Mr. Cassidy!

Mr. Cassidy: It's the kind of question I presume you have answers to. You've a tremendous staff here.

Hon. Mrs. Scrivener: Could you be a little more specific in terms of the kind of information you're seeking? Because that would take a great deal of research.

Mr. Cassidy: What's the most recent large building space which has been leased by the ministry in midtown Toronto? And what was the rate?

Mr. Gray: At 77 Bloor; we sublet a building with Hydro. It's owned by Cadillac and was leased by Hydro about five years ago. It has five years to go on the lease and we are paying, on a gross lease, \$7.80 per sq ft per year.

Mr. Cassidy: Is that a new rate or is that the rate that Hydro contracted for five years ago?

Mr. Gray: That is the rate that Hydro contracted five years ago. We negotiated the same rate with them.

Mr. Cassidy: Is there any higher rate being paid by the ministry for space in midtown Toronto or elsewhere?

Mr. Gray: Not in a large building, no. There are small leases like savings offices and what have you, very small, where you would pay higher than \$7.80.

Mr. Cassidy: That would be retail space though, is that right?

Mr. Gray: Yes.

Mr. Cassidy: Have you ever done an estimate? What's the most recent building built by the ministry in midtown Toronto? Would that be the Forensic Sciences building?

Mr. Gray: I would think so.

Mr. Cassidy: If you were to take the capital costs and take your operating costs and everything like that, what would be the cost, to whatever ministry is renting it from the MGS, per square foot? How much would you have to rent it for in order to cover all of your costs, including the cost of capital amortization?

Mr. Gray: I really couldn't give it to you because we've never—I have never figured it out personally. You're talking about the capital cost; what we would need to get a return on the money if we leased it at that cost?

Mr. Cassidy: Yes.

Mr. Gray: I really couldn't say. It could be figured out.

Mr. Cassidy: The minister said could I be more specific and I will be more specific. Since that's the most recent large building that you've built in the area of the Queen's Park complex, could you come back and give us a breakdown in terms of capital costs, in terms of operating costs per square foot and in terms of what kind of cost per square foot you'd have to charge in order to break even on a commercial basis except for your corporation taxes?

Hon. Mrs. Scrivener: The George Drew Building, I would point out, is not a commercial building in the usual sense. It was a building which was constructed for special purposes.

Mr. Cassidy: But most of the space is general space, is it not?

Hon. Mrs. Scrivener: Oh no. It has a number of purposes which are not normal purposes. It was built as a high security building, among other things.

Mr. Cassidy: Perhaps if there are special factors they can be mentioned, and the extra costs that are involved.

Hon. Mrs. Scrivener: I'm only thinking, if you wanted that information for comparative purposes it wouldn't suit you very well.

Mr. Cassidy: It might suit me very well. I'd like to see it.

Mr. Thatcher: Could I suggest, Mr. Cassidy, that we have other buildings though, so that you'll understand that all of our buildings are not like the Forensic Sciences building. It's a very high cost building. There are extensive laboratories and facilities for keeping bodies and this sort of thing as you know; pathology work. That's very expensive to equip. We also have the Queen's Park computer in that building and that's an expensive installation too.

If I could suggest another one, we recently built another building for MTC at Downsview, which is somewhat of a contrast because it's a utility type building and it compares quite well with a commercial type of building. Between those two you would have a complete range of the kind of buildings that we build.

Mr. Cassidy: I would prefer to have, in addition to Forensic Sciences, another building in midtown Toronto, so obviously a com-

parison can be made with what's going up in the private sector.

Hon. Mrs. Scrivener: We haven't built any other buildings recently in midtown Toronto.

Mr. Thatcher: The nearest one would be Downsview.

Mr. Cassidy: Well give us Downsview then, although Downsview is clearly not the same; it's not comparable in many ways.

Mr. Thatcher: We've got details of the special facilities in this new building; we'll give you those when we give you the other information.

Mr. Cassidy: That's fine.

Ms. Bryden: I'm sorry I wasn't able to be here for all of the estimates of this ministry, and this may have been answered. Can you give us a rough idea of what percentage of government accommodation is leased and what percentage is owned?

Hon. Mrs. Scrivener: I'll ask Mr. Browne. I think he might have some figures.

Mr. Browne: I don't have this percentage, Mr. Chairman, but we have sizes in different categories. General purpose space—there is a total of 10,700,000 sq ft of which 5.7 million is owned and 4.99 million is leased. This is general purpose space, or office space. That's one designation.

Institutional space—there's 17,660,000 sq ft of which 15.6 million is owned and 1.3 million is leased.

Ms. Bryden: May I ask, is that proportion for leasing going up or down in comparison with a year ago?

Hon. Mrs. Scrivener: It's gone up, because we've had to open up rent review offices throughout the province and things of that sort, and since that's a short programme we leased space wherever possible.

Ms. Bryden: What about the institutional figure, is it going up or down?

Hon. Mrs. Scrivener: I would think it's up slightly. We've opened up a correction centre in London and there have been some other smaller institutional buildings that have been opened, perhaps in the last year, but it's not a dramatic change.

Ms. Bryden: May I also ask, what are the recoveries from other ministries on the leasing, since you don't charge rent?

Hon. Mrs. Scrivener: There are only certain special leases where we recover leases. Mr. Gray has the figures.

Mr. Gray: Most of those recoveries are for the savings offices throughout the province and for Ontario Housing Corp. We do the leasing for Ontario Housing Corp., but the funds are budgeted in their budget. The savings offices being operated as a business, we pay the rent and recover the money from them out of their revenues.

Mr. Chairman: There are no further questions on item 3?

Mr. Cassidy: Is the minister aware of the kind of scatteration of government premises in the Ottawa area? There are a certain number of government offices which are down on Riverside Dr. at Bank St. Others are on Albert St. where the OHC is located. Workmen's Compensation has moved into space in the Inn of the Provinces; and other departments seem to have space all around town.

There has been talk, which I don't think makes much sense, of having a special provincial building. It would make some sense, it seems to me, for there to be an effort to bring various kinds of provincial offices into one place, rather than having them scattered all over the place. What steps are being taken in that direction?

Hon. Mrs. Scrivener: You are quite right that there is a scatteration of uses in the Ottawa area, and there is a plan to bring them together in a multi-purpose building. A site has been selected, and what we are awaiting at this point is sufficient funds to get the project underway.

Mr. Cassidy: Has the site been purchased?

Hon. Mrs. Scrivener: Have we bought it?

Mr. Gray: The agreement was made about two years ago with the NCC. It hasn't been completely finalized yet, but it is all agreed upon.

Hon. Mrs. Scrivener: The last papers have not been signed; but I know that this site has been designated.

Mr. Cassidy: What is the site that has been designated?

Mr. Gray: It is at the corner of Alta Vista and the Queensway. And if I get my directions right, I believe it is on the northeast corner. My directions get confused, but it is right near the RCMP building.

Mr. Cassidy: Just north of the Queensway and opposite the RCMP building; is that it?

Mr. Gray: That is right.

Mr. Cassidy: So what size of building do you intend to build? What kind of value is it likely to be?

Mr. Pencak: Mr. Chairman, if I could start with the estimates first. It is approximately a \$20 million consolidated office building, for the various ministries. The gross square footage on that is 338,000 sq ft, designed for an approximate population of 553 people.

It is presently on the B list of projects in our capital programme.

Mr. Cassidy: What does that mean?

Mr. Pencak: That means that the project is approved for completion of working drawings and contract documents.

Mr. Cassidy: It is a \$20 million project. Does that include or exclude the cost of the land?

Mr. Pencak: It excludes the cost of the land.

Mr. Cassidy: Or is the land coming as a result of land trades with the NCC?

Mr. Gray: That's right. It is a land switch with the NCC.

Mr. Cassidy: The switch is with the Ottawa Teachers' College site; is that right?

Mr. Gray: That's right.

Mr. Cassidy: And the NCC now owns the Ottawa Teachers' College?

Mr. Gray: They will be the owners of it.

Mr. Cassidy: When this deal is consummated.

Mr. Gray: That's right.

Mr. Cassidy: If I can ask, though, the figures would indicate that the cost of this space is going to be around \$60 per sq ft; is that correct?

Mr. Pencak: We are presently doing a cost analysis on this particular project; we have a design completed on it, and we are right now comparing the area to its costs. In fact, seeing what we have to do. We are right in the middle of the process right now. So, to answer whether it is so much a square foot or not is a little premature at this stage.

Mr. Cassidy: With great respect, the fig-

ures you have given would indicate that you are estimating a cost of \$60 per sq ft.

Mr. Pencak: Yes.

Mr. Cassidy: Does that include the furniture or a few lunches for the people, or something like that?

Mr. Pencak: Our project costs, as such, include the total package—furniture, everything that goes into the project.

Mr. Davison: Tropical plants.

[9:30]

Mr. Pencak: Tropical plants, yes, anything.

Mr. Cassidy: It strikes me that that is awfully high. Perhaps you can tell me the cost of construction of multi-purpose office space here in the Toronto market, for example. Surely the construction cost is not running at \$60 per sq ft for space going up on University Ave. or Bloor St., is it? Surely it is running more about \$30, \$35 or \$36 per sq ft?

Mr. Pencak: This particular project in Ottawa is governed by the National Capital Commission, which puts on us very stringent requirements in the way of design of the project, particularly for parking, for example. We have to provide underground parking and so on. These are special conditions which do not exist in cities like Toronto in that regard. The cost of office buildings in Toronto again depends on where it is located. I don't expect this to be \$60 per sq ft, but it is certainly not \$20 per sq ft either.

Mr. Cassidy: Does the 338,000 sq ft include the space of the parking lot?

Mr. Pencak: It does include the space for the parking lot.

Mr. Cassidy: How much of the space is the parking lot then, please?

Mr. Pencak: We are providing for approximately 600 cars.

Mr. Cassidy: And at 200 or 250 sq ft per car?

Mr. Pencak: It would not be 200 sq ft, it would be closer to 300 sq ft.

Mr. Cassidy: We are talking about 160,000 sq ft of parking; is that correct?

Mr. Pencak: I would take your figures for it approximately.

Mr. Cassidy: That means that once you take the parking away you are talking about a building with about 180,000 sq ft of usable space?

Mr. Pencak: Could we possibly suggest that we get the specific details on this, Mr. Chairman?

Hon. Mrs. Scrivener: Would you like us to provide you with the details at another session?

Mr. Cassidy: I would like to have them now and I would like to have them on the record, because from what this gentleman has been telling us the government is proposing to spend \$20 million on a project which will provide working space for 553 people. The working space is going to cost just under \$40,000 for each of the people who are going to work there. If it is 180,000 sq ft of usable space, and that's still gross and includes stairwells and that kind of thing, that is space which is going to cost in the order of \$110 per sq ft. That's pretty outlandish.

Perhaps the minister could say, has there been an announcement about this particular project in the past?

Hon. Mrs. Scrivener: I think only that the site had been designated. I don't think there has been anything further.

Mr. Cassidy: Would it be the excessive cost that led you to refrain from making any announcement?

Hon. Mrs. Scrivener: You are asking for a lot of facts and figures on something that is under study currently, and they are trying to pull figures out for you now on an ad hoc basis as best they can. There may be something wrong with these figures, I don't know. That's why I am saying that perhaps you would like us to provide you with those figures at the next session of this committee. Then we could give you some guarantee that they are close to being accurate.

Mr. Cassidy: Do you mean to say that the first set of figures you have to present at any one time are not particularly accurate?

Hon. Mrs. Scrivener: These are the guesstimates that we do when we are first developing a design for a C designation building. That's on our C list. These are absolutely ball-park figures; there is no close estimating here. This is what Mr. Pencak was saying to you a few minutes ago, that he is in the process now of doing close esti-

mates on this project. He is not really ready yet to tell you what the real costs are.

Mr. Cassidy: I believe Mr. Pencak said that it was now on the B list of projects and had been approved. Is that correct?

Mr. Pencak: Yes, that is.

Hon. Mrs. Scrivener: It is moving from C to B, and we are just starting to gear it up.

Mr. Cassidy: Perhaps Mr. Pencak or you, Madam Minister, could say what it means if it is on the B list. What is the approval?

Hon. Mrs. Scrivener: You are starting to get into an active design stage. That's why the study is now under way for this building.

Mr. Cassidy: What's been the experience in the past? Do you find that these figures that you put in normally come down when you start to look at them closely?

Hon. Mrs. Scrivener: I think that the original figures were probably developed a couple of years ago. This has been on the list for a while; and it may well be that everything has to be revised, reviewed and updated in terms of what the costs are, what we think we can afford and what we have to provide.

Mr. Cassidy: Aren't you covering up, Madam Minister?

Hon. Mrs. Scrivener: No, I'm not.

Mr. Cassidy: Because two years ago, construction costs were at least 15 per cent, probably 25 per cent, lower than they are today. Is that correct? Two years ago, construction costs would be about 20 per cent lower than they are today.

Mr. Pencak: I wouldn't say that.

Mr. Cassidy: Fifteen per cent?

Mr. Pencak: Two years ago, I would say, construction costs were jumping all over the place and perhaps we're in a much more stable period today than we were two years ago.

Mr. Cassidy: So they haven't really changed in two years. Is that right?

Hon. Mrs. Scrivener: No, it's not true.

Mr. Pencak: They have changed, but not by 20 per cent.

Mr. Davison: Excuse me. Are they part of the escalation factor in your ministry? Are

they a part of the escalation factor that we talked about this afternoon?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: Did you not suggest to me that while the escalation factor was 1½ per cent per month in 1974—

Hon. Mrs. Scrivener: And into 1975.

Mr. Davison: —that it had dropped down to sometimes 10 per cent per year?

Hon. Mrs. Scrivener: It has only steadied in the last few months. That's a fact. They are very much more stable now than they were.

Mr. Davison: Okay, but they're lower.

Mr. Cassidy: No, the rate of increase is lower. The point I'm making is that two years ago—and we're now in the month of May—then two years or 24 months ago, if you take into account that your escalation factor had been running around about one per cent to 1½ per cent per month, then the figures at which you were costing 24 months ago were around 24 per cent less than they are today. If that's the case, then that would suggest that to have costed a project at that time at over \$100 a square foot of usable space, or \$60 per sq ft for the gross space, including the space for the parking lot, is very very high indeed.

Obviously, I think we would like some more explanation, but I am a bit disturbed. I didn't expect any of this, Madam Minister. I just was asking a perfectly innocent and guileless question when I asked about consolidation of the offices in Ottawa. It seems to me that you can go into consolidation without necessarily having to take a site which is remote from any place by foot, except the Ottawa Station—there are no trains there—which may be prestigious but which is accessible only by automobile or, with some difficulty, by public transportation.

Mr. Thatcher: It may be helpful, Mr. Cassidy, if I were to give you a very brief history of this project. We have commissioned an architect, who has been working with the NCC; he has sent us the preliminary drawings of his ideas on this project. The architect has taken an estimate off those drawings, and we can check it; but that was the figure that Mr. Pencak gave you as our updated project cost. That's the figure that is normally used at this time when we get the design to the point that it's at right now.

This particular design, in our opinion, is too expensive. We have been asking the same

questions that you have: Why do we have to build a building at this price? The answer we have been getting from the architect is that the NCC want to put in a very fine building there, and they're putting a lot of pressure on us in terms of design requirements. We have not accepted this and we don't intend to proceed until we have obtained what we consider to be a better cost picture, and at the same time, provide the facilities we need and hopefully satisfy the NCC that the building will suit their ideas on what it should look like.

Mr. Cassidy: Can I ask this? There has been a transfer taking place of federal government offices across the river to Hull, and it's going to lead fairly shortly to a situation where whole buildings will become available. Have you investigated the possibility of actually simply buying an office building in a convenient location with the facilities you need?

Mr. Thatcher: From the federal government?

Mr. Cassidy: No, probably from a private developer, perish the thought. But there are a fair number of buildings that are located in or near the core, which are convenient of access by public transportation as well as by automobile, and which I suspect are going to be coming on the market at very reasonable cost compared to what you are talking about here.

Mr. Thatcher: I think I can answer that best by saying we are aware of some of those. We have taken a look at them but we haven't made any decision. Our hope was that we could choose a location which we felt best suited the growing needs in Ottawa and we're also picking a site which would be suitable for courthouse purposes as well as office purposes. We would see if we could provide a building which will suit our needs there; and if this cost picture we have been discussing becomes too difficult, I think we will take a very close look at what the private sector could do for us.

Mr. Cassidy: With great respect, there is a desperate need for courthouse facilities in the Ottawa area. I thought there was some announcement about that some time ago that something was going to be done by leasing some space in an office building close to the existing courthouse building? Any lawyers in the group here might be able to comment on that. Does it make sense to take the courthouse and to locate it on a site which is accessible only by car and which therefore means that the lawyers, police, Crown prosecutors and everybody else is going to have to get in their cars every day, go out there and

then come back to town? Or else they are going to have to search around somehow to find space adjacent to the courthouse which simply isn't available.

Mr. Thatcher: We have been in discussion with the local bar association and other community organizations on that point and I guess we are still at the preliminary stage of reviewing all this information. By and large, though, we haven't had serious objections to that particular site.

Mr. Cassidy: Serious objections to that site as a courthouse site as well?

Mr. Thatcher: Yes.

Mr. Cassidy: I'll take some soundings and sort of get the reactions. I know there is a desperate desire to see new court facilities built, but it is the kind of activity that doesn't seem to make an awful lot of sense to have stuck way out there on the Queensway. The only place it is close to is the new detention centre; but of course it is more convenient to get to by automobile.

Mr. Thatcher: In choosing that site, we were looking ahead also. We were doing a projection of what Ottawa will look like 20 or 30 years from now. We think it will be more central there than the Parliament Hill area now.

Mr. Cassidy: It is relatively central, geographically, in the same way as the Don Valley Parkway-Eglinton is central in Toronto. The space you are proposing to build on has no commercial space around it and therefore it is going to be an isolated temple to the province.

The RCMP building is sterile and doesn't contribute anything to the particular area, it is a monument. The provincial building will turn into a monument as well if what you are telling me about the NCC pressure is to be believed.

I don't care if you put it in my riding or not. You can put it anywhere; that doesn't matter. If you want to integrate it with the courthouse facilities, it may well fit better on Rideau St. which would be in Mr. Roy's riding of Ottawa East. I wonder whether it doesn't make an awful lot more sense economically and in terms of integrating services, making them accessible and filling those courtroom needs, to buy up a building from those which will become available now because of the enormous amount of construction of these new super blocks which the federal government is so fond of leasing. We might have to spend a few bucks on cleaning it up and renovating it, putting

a provincial shingle on it, and putting a provincial information centre of some sort on the ground floor.

The province has no presence in Ottawa right now at all and if you build a monument out there everybody will say, "There is the provincial monument." It would be much better if people had a place they could go to, where the Queen's Printer and the government printer's publications were available; where there were stands or information booths for the various departments and ministries, and there was some effort made to make the services of the provincial government accessible in a way they aren't accessible now.

The projections indicate that the federal government will continue to be the major employer, for good or for ill. Federal government employment in the core is due to go up from the present 80,000 or 90,000 to about 150,000 around the turn of the century, which means that the major working population concentration will be in the core, the area which you are turning your back on. [9:45]

Mr. Thatcher: One of our reasons, and you have touched on it, was to try to get our provincial building away from the federal buildings, where it would simply look like another of the many federal buildings in Ottawa. Whether we were right or not, we were trying to pull our building away to a place where it would have an identity and still, at the same time, be central; and be central over a growth period so that it would serve the people of Ottawa as well as it might.

Mr. Cassidy: In that case, can I suggest an area like Billings Bridge, where you have a building right now. It may be that a long-term lease in that particular location, since a building may not be available, might make more sense. It is relatively easy transportation-wise. It is separated from the federal buildings but not isolated like a tomb, which is what you seem to intend right now. Can you comment on all this, Madam Minister?

Hon. Mrs. Scrivener: I have listened to your conversation and I am very interested in it. I know this site has been designated for some time but I also know that I haven't signed anything final on it. I am also aware that the site was studied, and certainly the transportation services in the future were something about which there was some consultation, because I think it was recognized

that accessibility to the building was important. As to siting it in the core area, I simply don't know, because I don't know the extent to which that area as surveyed prior to the establishment of this particular site.

Mr. Cassidy: Does the province have indefinite title to the site at Alta Vista?

Hon. Mrs. Scrivener: I haven't discussed that detail with our solicitor.

Mr. Cassidy: The other alternative may be that if you look forward to the turn of the century then at that point in time it may become desirable to build on the Alta Vista site. In the meantime, you are not going to get a building open there for five or six years, and over that period of time you have got TEIA and Housing located in one part of town, you have OHIP somewhere else, and you have Community and Social Services somewhere else and so on. It may make sense to cash in the leases you have right now and to pull them altogether in a particular location and call it the Provincial Building. The rent review offices have moved into a building which is probably a bit small for overall provincial needs, but which could serve possibly as a means of integrating over the next three or four years while you decide to get your act together.

Hon. Mrs. Scrivener: That's a new building?

Mr. Cassidy: That is a new building, most of which is still unlet. I don't like the site particularly, but it is convenient to the Queensway, which is the major transportation link.

Hon. Mrs. Scrivener: There is a parking problem there.

Mr. Cassidy: There is a parking problem? There is a problem of provincial identification, a problem of having at ground level a kind of Province of Ontario shop, where the services and literature and so on of the province could become available, where people could go in and browse.

Hon. Mrs. Scrivener: Earlier in your remarks I think you intimated you thought that Ottawa was coming to a point of a certain kind of glut of commercial space in the downtown core. Isn't that about what you were saying to us?

Mr. Cassidy: Yes.

Hon. Mrs. Scrivener: And that as offices move out and over to Hull some buildings

may become available, which would be very suitable to our needs; I think I am certainly interested in exploring that possibility.

Mr. Cassidy: Those buildings are of the order of 100,000 sq ft apiece and they were built in the speculative boom of the 1960s for \$2-\$3 million apiece.

Hon. Mrs. Scrivener: They are slightly larger buildings than ours. Well, thank you.

Mr. Cassidy: Okay, end of representation then. I am glad you'll look into that.

Mr. Ruston: We are still on item 3 I take it, Mr. Chairman. Is this classed as leasing, those where you buy back on a 25-year lease? I was just trying to figure out what is the general run of cost of building per sq ft in some of your contracts you have had in the last year or so? Can you tell me approximately what that runs? I'm thinking here of a six-storey, air-conditioned structure, 110,000 gross feet, plus basement, shipping, receiving and so on.

Hon. Mrs. Scrivener: Are you referring to the lease-purchase programme?

Mr. Ruston: Yes, but I'm trying to compare it to a building similar to one that you may have let out for contract to have built.

Hon. Mrs. Scrivener: Right. I think we have some figures. Just a moment.

Mr. Thatcher: We have two buildings that we built for MTC in the last two years; one at Downsview, that I mentioned a little earlier, which cost \$22.37 per sq ft, and another building in London, for MTC, which we just completed last fall and which cost \$30.63 per sq ft.

Mr. Cassidy: How much?

Mr. Thatcher: The cost was \$30.63 per sq ft. And we consider both of those buildings to be similar to buildings built in the private sector on a speculative basis. They are the same style of buildings, they're air-conditioned, have open floor layouts, a fairly plain exterior, but are well built. The reason that the Downsview one was a little cheaper than the London one, was because it was built a little earlier before prices went up so rapidly. We tendered it at a time when there were a lot of contractors looking for work. We had a large number of bids on that job. As I recall it, we had something like about 18 or 20 bids. So it came out cheaper than the London one, which was

built during the time when prices were higher.

Those are two buildings that we've recently built and those are the figures.

Mr. Ruston: I was just looking and doing quick figuring here. If you figure it at \$30 per sq ft the Windsor one would run someplace in the vicinity of \$3.3 million, in approximate figures. And if you're figuring it on a 10 per cent interest, which is maybe a low figure for money nowadays but the approximate figure the government could borrow for would be around \$320,000 a year. We're paying \$498,804 on a 25-year lease and then we own the building. Now, what is included in that lease that you have—the 25-year lease?

Mr. Thatcher: We're now doing those leasebacks on a net basis. We're really just buying a plain building and we're providing the services and paying for the utilities.

Mr. Ruston: So you pay the heat, the hydro—everything is your responsibility then?

Mr. Thatcher: Yes.

Mr. Ruston: How about any repairs to the building over the 25 years?

Mr. Thatcher: The repairs to the building, during the lease period, I think are the responsibility of the owners. We've taken those two. We're taking responsibility for repairs on the latest ones and, in our contract, we have the right to carry out inspections during the construction. We started this just last summer with the building that we put out to tender last summer and fall.

Mr. Shore: Excuse me, are you responsible for structural defects over the term of the lease, too, or just for normal maintenance?

Mr. Thatcher: No, we take the responsibility for all repairs.

Mr. Shore: All repairs?

Mr. Thatcher: Yes, but we also have the right of inspection during construction to ensure that we're not taking on a big obligation there.

Mr. Ruston: I'm not much of an economist, and maybe Mr. Shore would be better qualified to discuss this, but just looking at it on the surface, gives you the general impression that it would be better for the province to build a building and own it from day one. That's just a general assumption. I would look at it first. I suppose, it's like leasing

a car or something for an individual, too. You look at all the angles.

It's just a general assumption. From what I've seen so far, with my bookkeeping ability, the general assumption was that I would think it would be cheaper for us to own the buildings from day one.

Hon. Mrs. Scrivener: I think we'd agree with you. We would prefer to do it that way if we had had choices.

Mr. Thatcher: It's like buying a car. If you have the money to put down cash you're ahead, there's no doubt about that.

Mr. Ruston: That's fine and I can see the Treasurer's reasoning that he doesn't want to be going to the money market to borrow money for these things. But, on the other hand, you've got a tax to pay for the extra money so it's like a person, I suppose, buying a home. You make sure you have the money to pay rather than rent all your life. I question whether we're really saving any tax money in the long run. We might be. It looks good, maybe at the time, because we don't have to borrow so much, but I certainly question whether it's good economics for our government.

Mr. Shore: Do you tender it out?

Mr. Thatcher: Oh yes.

Mr. Shore: What number of years are involved?

Mr. Thatcher: Those are 25-year terms.

Mr. Shore: What does it end up yielding, because it should be simple as a net-net basis. For example, here's one here that is \$498,000 per annum, is that right?

Mr. Thatcher: For Windsor? Yes, \$498,804 per year is right.

Mr. Shore: That's 110,000 sq ft. You don't know what the building costs them?

Hon. Mrs. Scrivener: We can get a pretty fair idea, but we don't know for sure.

Mr. Thatcher: I can come back to your first question. The percentages vary but the return on an average is about 13 per cent to the building owner. That includes his supervision and so on.

Mr. Shore: Are they tendered or are they submissions presented to you?

Mr. Thatcher: Let me explain that. When we started looking at this some years ago

with very small buildings, little OPP detachments, we did receive proposals. Often we weren't happy with them because we would have a good building on a poor site or vice versa. So we then started buying the site and taking proposals on our own site. Then we had a problem because developers, knowing we were going to go for the low bid, simply gave us the cheapest possible building and it was more or less a competition as to who could show the cheapest possible building.

We weren't getting, really, what we were looking for. We went one more step and we designed the building. We bought the land, designed the building and put it out as a package—build the building to our design on our lot and tell us what we'll have to pay in rent. That's the basis we're going on now.

Mr. Ruston: Do you have all the leasing of the buildings of OHIP on Overlea Blvd.? I think there's a complex in that area.

Hon. Mrs. Scrivener: There are two buildings, 7 and 15.

Mr. Ruston: Are they on a lease basis?

Hon. Mrs. Scrivener: Yes.

Mr. Ruston: Do you have any figures on them?

Mr. Gray: Yes. At 7 Overlea, we have 152,389 sq ft. The lease expires in June, 1984, and we're paying \$5.43 per sq ft per year. It includes all the services with the exception of Hydro charges. At 15 Overlea, there are 159,856 sq ft. The lease expires at the end of 1982, and we pay \$4.78 per sq. ft. per year. All the services are included with the exception of Hydro charges.

Mr. Ruston: Is that one of the buildings where I've been reading in the paper you've been having some trouble with the air-conditioning systems and so forth, that people were not getting enough air units of some form, because of smoke and so forth?

Hon. Mrs. Scrivener: It's an example of what happens when you don't use indoor landscaping, but use partitions.

If you recall, the problem with the heating occurred on the Tuesday following the long weekend. The building had been closed up all of that time. Although the heating normally cuts back in those buildings, in this particular instance the place was shut up and there was some heating still going on, and with the build-up from the heat outside, it was perfectly dreadful. It was a furnace inside on the Tuesday; and with the partitions the system simply couldn't cope with the heat it

had accumulated in the building, plus the consumption and generation of heat by all the people who came to work. By about 2 or 3 o'clock in the afternoon there was one floor where the temperature went up to around 90; two or three girls fainted. They simply had to send the staff on that floor home because it was unbearable. It was corrected the next day and the temperature—

Interjection.

[10:00]

Hon. Mrs. Scrivener: Of course, now it's cool weather and we are into May and the air conditioning has come on.

Ms. Bryden: Mr. Chairman, pursuing that Overlea Blvd. situation I have here a press release from the Ontario Public Service Employees Union and they say the health protection branch of the government's occupational health department did a survey last Sept. 9 which showed overcrowding, insufficient fresh air, high temperatures and excessively low humidity. It wasn't something that just happened over the Easter weekend. They also point out that at the time of the study there were 215 persons working on the fifth floor of 7 Overlea Blvd. which gives 91 sq ft of occupancy space per person while the government's own Industrial Safety Act requires 197 sq ft per person. It appears there has been overcrowding and insufficient oxygen—

Hon. Mrs. Scrivener: Where was the report sent, Ms. Bryden? We have never seen it.

Ms. Bryden: It was a press release issued on April 22 from the Ontario Public Service Employees Union. They say the Sept. 9 report stated you should have 20 cu ft of fresh air per minute to provide sufficient oxygen and to remove cigarette smoke and so on. The employees on one floor were actually getting only 8.55 cu ft of air per minute, less than 43 per cent of what they needed.

Hon. Mrs. Scrivener: How in the world did they ever measure it?

Ms. Bryden: I wonder after that report was issued, did you investigate these conditions?

Hon. Mrs. Scrivener: The fact is, as I said at the beginning of my remarks, the rigidity of the design and especially the fact that the offices are divided by partitions precludes an adequate circulation of air. If it were open landscaping it would be very

much easier to control the atmosphere in that building.

Ms. Bryden: If you are going to be there until 1982 perhaps you should arrange with the landlord to remove some of those partitions or increase—

Hon. Mrs. Scrivener: That would be very expensive because they were put up at the request of the employees.

Ms. Bryden: It would appear the conditions are unsatisfactory.

Mr. Ruston: The air conditioner system maybe was put in—

Hon. Mrs. Scrivener: May we have our copy of the report? I haven't seen it and neither have the staff.

Mr. Ruston: Did you say the partitions were put in after you moved in?

Hon. Mrs. Scrivener: They were put in, I gather, at the request of the employees. They preferred that kind of atmosphere.

Mr. Ruston: When they laid out the air conditioning system and so forth, maybe it was made with a free flow of air. Then, when you put in the partitions, it is possible—but I don't know—I know this happens in some areas.

Hon. Mrs. Scrivener: Mr. Ruston, these buildings were already up and in existence when we took them over. They weren't built to our order.

Mr. Ruston: No, I am just saying you said there were some partitions put up and I am wondering—

Hon. Mrs. Scrivener: From all I have heard, my view is that probably these are not buildings which respond to a partition-type office design.

Mr. Ruston: They would have to increase the capacity of the air conditioning system.

Mr. Davison: I would like to follow very briefly on the point Mr. Ruston has brought up. When you change the internal structure of a building, is it not normal policy on your part to think about the possible repercussions of such an action? You seem to be fairly efficient in most things; I am kind of surprised that that escaped you. Did you think about it? Did you consider it?

Mr. Pencak: Mr. Chairman, thank you for the compliment that we are efficient.

Mr. Davison: In some areas.

Mr. Pencak: In all cases we are looking at—perhaps you will allow me to correct you—it is not the revision of the structure but the revision of the layouts inside the building. The structure basically we hardly ever change.

Mr. Davison: Right.

Mr. Pencak: We are always studying the effects on air conditioning, ventilation and so on. However, in this particular case or in other similar cases when the building is owned by somebody else, a private person, we lease space. Quite often that private person provides the changes to the electrical and mechanical systems and we simply provide the architectural layouts. In some of these cases, we take his word for it that he will provide sufficient air changes per minute—and in 99 per cent of the cases we come out okay. In some cases, it doesn't work out.

In this particular case, we have a situation in which it is very hard to determine where the fault lies. Is it due to lack of the previously designed systems, or is it something that we have caused once we have moved in and put up our partitions in a certain way? Right now, we do have a study under way looking into these matters.

Mr. Davison: The press release that Ms. Bryden has submitted to you says the occupational health branch investigated the situation. I take it they didn't report to you?

Hon. Mrs. Scrivener: No, that is the first we have heard.

Mr. Davison: I think maybe it would behave you to get in touch with the occupational health branch, because if the problem could occur at one building, it is quite possible it could occur at other buildings. It would save some trouble if you could get directly in touch with that branch and talk to them about the situation.

Mr. Thatcher: Yes; will do.

Mr. Chairman: Shall item 3 carry? Carried.

Item 4, real property acquisition.

Mr. Davison: I have a couple of questions, following on the questions earlier about the vacancy rates. I don't suspect you have very much, but would it be possible for you to tell me how many acres of land you are holding that you haven't developed? Do you get that as a monthly report?

Mr. Thatcher: No.

Mr. Davison: What kind of figures would you have? Would you have—

Hon. Mrs. Scrivener: When I was in the Ministry of Housing—this is my simple piece of information on this point—I totalled it up one time about a year or so ago. We had something like 100,000 acres of land for future development. That included large tracts like North Pickering and the townships of Townsend, Cayuga, Edwardsburgh, Burwash. It was everything I could think of. Later I was told it was arguable, but it was in the vicinity between 90,000 and 100,000 acres; somewhere in that vicinity.

Mr. Davison: That would include everything that comes under Government Services?

Hon. Mrs. Scrivener: Yes.

Mr. Davison: And how long ago was that?

Hon. Mrs. Scrivener: I would say the winter of 1975; somewhere in that time period. Just over a year ago.

Mr. Davison: In your capacity as a—

Hon. Mrs. Scrivener: Parliamentary assistant.

Mr. Davison: Would you think those figures are relatively true today?

Hon. Mrs. Scrivener: Yes, it hasn't changed all that much because North Pickering remains constant. All the large tracts, which are the ones that really account for most of it, remain constant. Burwash is the same. These are the largest tracts, and there haven't been any real changes.

Mr. Davison: You have explained your short-term use for that already.

Mr. Thatcher: Yes, we have it in our interim programme to look after that while it is still in our hands, but not developed.

Mr. Davison: The vast majority, as you say, would be in the large tracts, not any of the small?

Mr. Thatcher: That is right.

Mr. Davison: That is fine. I would like to pose to you a rather hypothetical situation. Perhaps we could use that to talk about the methods of purchase that this branch uses.

Let me suggest to you, we have four residential blocks, single family homes. Your

ministry would like to purchase them. Could you tell me briefly the steps you would take, the stages? Just give me a brief outline of what you would do.

Hon. Mrs. Scrivener: Would you like to go through that, Mr. Gray?

Mr. Gray: That is all residential property?

Mr. Davison: Let's say square blocks.

Mr. Gray: Maybe I could go through where we get a request for a site, for possibly a ministry or an MTC patrol yard.

Hon. Mrs. Scrivener: Would you define a block before we go ahead, so he knows what he is looking for?

Mr. Davison: Let's say a block is 25 houses. I don't care if you—

Hon. Mrs. Scrivener: You mean like a city block?

Mr. Davison: Right. And you want to use that site for purposes of providing accommodation.

Mr. Gray: So the site has already been identified; that's the site we want to buy?

Mr. Davison: Okay, let me explain it to you a little more so you can understand my reason for bringing this up.

Hon. Mrs. Scrivener: Is it already developed or is it open space?

Mr. Davison: I will tell you my reason for bringing this up. The Minister of Transportation and Communications (Mr. Snow), in my opinion, uses some very objectionable methods of buying land in urban areas. What I want to find out from you, by proposing this hypothetical case, is whether or not you are using the same practices.

Hon. Mrs. Scrivener: I can tell you, and I know what you are looking for, Mr. Gray will be able to satisfy you. Go ahead, Mr. Gray.

Mr. Gray: If a site is identified as being required for the government and it is for sale we would have an appraisal done by an in-house appraiser. If it is estimated that it would be more than \$100,000, we would also commission an outside appraiser. On receipt of those two appraisals they would be studied by our review appraisers within the branch. If they are within five per cent of each other we would use those as the basis of our negotiations.

The owners would be contacted and we would negotiate to the highest supportable price for the property. If the owner is agreed to that, an offer would be taken from him, and then, of course, it would be administrative practice from then on. It would be presented, possibly, to Management Board for approval and we would have to make sure the moneys are appropriated for it. It would be accepted and turned over to our legal branch for the finalization of the offer. That is a very brief capsule comment.

Mr. Davison: What happens if they don't want to sell?

Mr. Gray: If they don't want to sell and if that site is the only site, it might be expropriated. If it is not the only site we might look around, but if it is for a highway or if it is for a housing development, obviously there might be 20 other sites in the general area. It would only be expropriated if that was the only piece of property that would serve the need.

Mr. Davison: If you had a fairly long time to purchase the area for your use—say you had five years or four years to purchase it—would you try to do it now, or would you wait until your need was a little more immediate, or would you do it gradually? How would you go about it?

Mr. Gray: I would say if it was for a capital construction programme we would do it immediately before the need. There is a rule within Government Services that if we buy sites and they are not developed within four years we have to return back to Management Board and explain the rationale for keeping it longer, and if the rationale is not there it must be sold.

Mr. Davison: Is that rule just for your ministry, or is that the rule that applies to them all?

Hon. Mrs. Scrivener: We do it for the government.

Mr. Davison: No, but it is imposed upon the ministry by the cabinet?

Hon. Mrs. Scrivener: It is a Management Board requirement.

Mr. Davison: And it applies only to Government Services' purchases?

Hon. Mrs. Scrivener: I would assume it would apply to other purchases, but we are the principal purchaser.

Mr. Gray: I can't see how it can apply to T and C, because—

Mr. Davison: Oh, it doesn't.

Mr. Gray:—they buy several years ahead, say for a long strip of land—

Mr. Davison: So it has nothing to do with them?

Mr. Gray: That's right.

Mr. Davison: You would go in immediately and you would try to get it as quickly as possible while the prices were—

Mr. Gray: Well, if the property was for sale and we would like to buy it at that particular stage, yes.

Mr. Davison: You would always try to do it in a group quickly? You wouldn't buy one house and then leave it as a vacant lot for two years with garbage mounting on it and so on and so forth? That's not the approach you would use?

Hon. Mrs. Scrivener: No, because we have to manage them after we have acquired them, until such time as the change is made.

Mr. Davison: I think that you should talk to your colleague, the Minister of Transportation and Communications, and explain to him your enlightened methods so that he could perhaps adopt some of them and he would not get into the situations that he does.

Hon. Mrs. Scrivener: The fact is, Mr. Davison, that since joining the Ministry of Government Services I have been impressed with the humanity of our property acquisition techniques.

Mr. Davison: It seems much better than Transportation and Communications.

Hon. Mrs. Scrivener: I am not comparing it with other ministries, but it appears to me that we make a very great effort to appreciate the attachment that people have to their homes and properties. Not everybody is happy to have to sell to government, but we do our very best to satisfy people and their requirements.

Mr. Davison: You should invite Jim to see this, so that he can take a look at the way you do it. I have no further comments on that section.

[10:15]

Mr. Gregory: Madam Minister, when and if your ministry purchases active farmland, for whatever reason, does it then sit fallow or do you make any effort to keep it working

and in production by leasing it out or what have you on a short-term basis?

Hon. Mrs. Scrivener: Oh yes. We consider that it's very important to keep farmland in agricultural production until such time as its use has to be changed. Anyway, in most communities in southern Ontario, it is against the law just to grow weeds. But we consider that it is quite important to keep that land in production. One of the jobs I have, which is very time-consuming, is signing leases, many of them farm leases for all of our southern Ontario, wherever we have acquired properties.

Mr. Gregory: Is land owned by the Crown, by the province, subject to tax?

Hon. Mrs. Scrivener: Yes.

Mr. Thatcher: It's not subject to tax in the ordinary way. It's subject to a grant in lieu of taxes at the moment. But there is a plan, which the Treasurer (Mr. McKeough) has previously announced, to bring government land under the normal taxation rules of municipalities.

Mr. Gregory: I assume this would be an advantage just as in the case of privately owned land, where if it's in farm use, the assessment is much lower. This again would be a saving to the government in taxes to itself. Is this correct?

Mr. Thatcher: I think so.

Mr. Gregory: Thank you.

Mr. Ruston: In the case of the Ministry of Transportation and Communications—I'm trying to think of one of the new bypasses they are building in our area—they sometimes buy a whole farm because the farmer said, if they were taking a big chunk, "Well, you buy it all," and then they would start selling what they didn't need. Are you people involved in that? Is it MTC that is doing that? Or do you only come in on certain occasions?

Mr. Thatcher: MTC are buying their own right of way needs and, of course, when they're buying land for controlled-access highways, they often develop severances because they don't allow access; whatever is the back end of the property off the road becomes a severance and they are obliged to buy that. They end up with parcels, some of which can be put together and sold as blocks, but they try to get those severances sold back so that they go back into production. We don't buy for them except where they are requiring some land in the parkway belt, and we're buying the whole parkway belt.

Mr. Ruston: Then you wouldn't really get involved in selling property as MTC does—I'll have to speak to them. Or would you get involved in cases where you're selling off any land? It's not likely, is it?

Mr. Thatcher: We do.

Mr. Ruston: I've seen government land advertised for sale by auction. How do you pick the auctioneers if you're having an auction? I see different auctioneers named. Do you have anything to do with the hiring of auctioneers to sell land or run auction sales?

Mr. Thatcher: No, we haven't done that. We've used public tenders. We're looking at the auction method right now as an extra way of being flexible.

Mr. Chairman: Shall item 4 carry? Carried.

Item 5, advisory services.

Mr. Davison: Could you tell me what function this group performs? Who are they and exactly what do they advise on?

Hon. Mrs. Scrivener: This is really our consultation to other ministries in terms of their accommodation requirements. It's an internal thing that we undertake. Somebody asked me earlier how we assess the needs of a ministry and with whom we consult; this is the consultation process.

Mr. Davison: Does the planning and research branch not have anything to do with the consultation with other ministries?

Mr. Browne: Very much so. Actually, the advisory service function, item 5, is involved in planning and research; other branches are also involved in this in terms of a consultative capacity, but this is the major function of the planning and research branch.

Mr. Davison: Could you tell me what branches are funded with this \$618,700?

Mr. Pencak: If I could perhaps throw some further light on this, you would understand how this works. All branches in the accommodation division, provision of accommodation, are funded partially from this programme. In other words our entire budgeting is done by the programmes, and wherever we are not able to get in any of the other programmes which are here denoted by items 1, 2, 3, 4, 5, 6, 7—at least 6 and 7—or it does not fit into any one of these programmes, we put it in the advisory services; any expenses that we may have in that regard by any of the branches in the accommodation programme.

Basically this consists of advisory services; we have a lot of professional people who

are experts in one field or another and if the ministry asks us for advice we provide it under that programme. Any expenditure that we have in providing that advice we charge to this programme. Hence, if design services sends an interior designer to advise, for example, what colours you may use in your office, his time would be charged to this programme.

Mr. Davison: In other words, an employee of the ministry or one of its branches is drawing a salary; are you suggesting he is being paid a consulting fee on top?

Mr. Thatcher: No, it might be helpful to consider these as charge headings. If you were filling out a time sheet you might have six different things you were working on. This would be one of them, and we only charge in advisory services if there is not a project: if there is a project we would charge these kinds of costs into the project. But if we're simply doing a report that ends at the report stage, and doesn't go into a project, then we would put the cost of that report from all the staff people's timesheets into this amount of advisory services.

Mr. Davison: Okay, just one little thing then. The salary and wages figure of \$489,500—is that money that's being billed internally or does that actually represent people who work in a little group called advisory services?

Mr. Thatcher: Parts of people.

Mr. Davison: I can see that, so there are no people involved in advisory service, only parts.

Mr. Thatcher: That's right. So many hours of their time from planning, programme management, design and realty, and we might have a staff from each of those services working on one particular report for one client, which ends at the report stage. It might cost us several thousand dollars. We can't charge it to a project, we can't charge it to buying real estate. So we have a special heading for it and that's where it goes.

Hon. Mrs. Scrivener: It's really for billing purposes.

Mr. Davison: That would be also true then of all the other expenditures, such as employee benefits and so on and so forth? It's just an accounting method?

Mr. Thatcher: That's right.

Mr. Davison: It's like Workmen's Compensation.

Hon. Mrs. Scrivener: It is the way an architectural office is run, to a degree.

Mr. Davison: My problem is never having been an architect. I have a great deal of difficulty fitting some of the budgetary expenditures into what is in your annual report.

Hon. Mrs. Scrivener: It's another way of keeping control of costs. You know how much time is going to a particular project.

Mr. Davison: It also confuses the members.

Hon. Mrs. Scrivener: Well, just think of what—

Mr. Davison: Just wait till I get around to Government Services next year. That's all I have.

Mr. Chairman: Item 5 agreed to.

On item 6, lease-purchase.

Ms. Bryden: This is a new item, I understand, when I look at last year's estimates, or else if we did have some for that last year, it was under some other heading.

Hon. Mrs. Scrivener: It was just being introduced last year, in the summertime.

Ms. Bryden: It's a fairly substantial amount of money, and I'd just like to know how you select the people you do lease back buildings from. Do you put out tenders, do you just hear of somebody who would like to provide you with a building, or do you sell existing buildings to people, as I gather Air Canada is selling airplanes to people who want to invest in airplanes, and get the lucrative tax write-offs which you can get from depreciating capital property? Are there similar benefits, in this lease-purchase scheme, to the lucky people who are able to lease back buildings to the government?

Hon. Mrs. Scrivener: No, it doesn't work that way, Ms. Bryden. We own the sites, we put the buildings out for tender and then the low bids are the winners. They construct the building to our requirement, and then we lease them on a long-term lease, 25 years. At the end of 25 years we own the building. It's called a lease-purchase plan.

Ms. Bryden: And how many buildings are involved, at the moment, in this?

Hon. Mrs. Scrivener: Four—New Liskeard, Kitchener, Dryden, Windsor; Windsor has been discussed.

Ms. Bryden: What nature are these buildings you listed? I mean, are they all just

general-purpose buildings, or are some of them institutional?

Hon. Mrs. Scrivener: We also have others—these are the ones that are under construction.

Ms. Bryden: New Liskeard, Dryden, and what was the other one?

Hon. Mrs. Scrivener: New Liskeard, Dryden, Kitchener.

Ms. Bryden: There were four, you said?

Hon. Mrs. Scrivener: Yes, and Windsor.

Ms. Bryden: But are these institutional buildings or general-purpose buildings?

Hon. Mrs. Scrivener: Oh, in New Liskeard is a district office and the Ministry of Transportation and Communications; in Kitchener is the courthouse and registry office; Dryden is the consolidated office building; and the same at Windsor. But then we have others that we already own and are operating—I am sorry, don't own; will own—and these are, well, they are scattered all about, from Burke's Falls and Cayuga to Pigeon River, and Thunder Bay and Toronto. There are 12 of those, and they are for varying ministries—Solicitor General, Health, Labour, Natural Resources, and so on.

Mr. Chairman: Shall item 6 carry?
Item agreed to.

Mr. Chairman: It is now 10:30 p.m.

Hon. Mrs. Scrivener: Accommodation and alterations, if you wanted to go with one more item, Mr. Chairman, is not a very big issue.

Mr. Chairman: I will leave that up to the members of the committee.

Ms. Bryden: Well, I do have some questions.

Mr. Cassidy: I have some.

Mr. Chairman: There are a number of questions, all right. I would like to remind the committee that the clerk will be writing to the ministers without portfolio asking them to—

Mr. Davison: Requesting them.

Mr. Chairman:—requesting that they come before this committee on Tuesday night at 8 p.m. Of course, I expect they will be here or else have something in writing stating another time which might be more suitable. We will now adjourn until Tuesday at 8 p.m.

The committee adjourned at 10:30 p.m.

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 Cassidy, M. (Ottawa Centre NDP)
 Cunningham, E. (Wentworth North L)
 Davison, M. (Hamilton Centre NDP)
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 Shore, M. (London North L)
 Singer, V. M. (Wilson Heights L)

Ministry of Government Services officials taking part:

Browne, G., Director, Planning and Research Branch
 Gray, W. A., Director, Realty Services Branch
 Pencak, L., Director, Programme Management Branch
 Thatcher, J. C., Deputy Minister



Ontario. Legislative Assembly



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SUPPLY COMMITTEE — 1

ESTIMATES, MINISTRY OF HOUSING

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Friday, May 7, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

THE QUEEN'S PRINTER
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A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

FRIDAY, MAY 7, 1976

The committee met at 11:24 a.m. in committee room No. 1.

ESTIMATES, MINISTRY OF HOUSING

(continued)

On vote 2201:

Mr. Chairman: Does item 2 carry?

Mr. Cassidy: Mr. Chairman, I have a couple of questions about that.

Mr. Chairman: Mr. Cassidy, followed by Mr. Johnson.

Mr. Cassidy: Thank you. I apologize, I was rushing down here and my material, my own file, is still coming down. The black book makes specific reference to a number of policy documents which are being prepared for the ministry. I'd like the minister to comment on the availability of that material and what the policy is going to be since he's bringing a new broom into the ministry? Does the minister agree that kind of material ought to be available on a general basis to people who request it and who have some reasonable need for access to it?

Hon. Mr. Rhodes: No, I don't believe it should be available to anyone who wants it. I think these are internal working documents for the development of policy. I don't think it's necessary that they be made available to just everybody who wants them.

Mr. Cassidy: Does the minister believe that after the policy has been developed the documents ought to be made available?

Hon. Mr. Rhodes: I think that's a value judgement. In the case of many of the documents that would be available, much of what's in them may not necessarily be reflected in the policy. All of it could be in as well, but—I think these are working papers. I don't think they should be available any more than I would ask you to produce many of the working papers produced by your research department.

Mr. Cassidy: We normally publish ours.

Hon. Mr. Rhodes: The edited version.

Mr. Cassidy: We don't have the kind of research backup you have and we find ourselves in some difficulty because often we have to make policies on the basis of quite inadequate information.

Perhaps the minister can say what is the complement of policy people working for the Ministry of Housing? How many people have you got?

Mr. Burkus: We have 30 or 31.

Hon. Mr. Rhodes: Excuse me, we have exactly 25.

Mr. Cassidy: Does that include people on contract as well?

Mr. Riggs: Yes.

Mr. Cassidy: Let's go through the reports here. The group has reported a number of policy areas including land policy for new communities. Could I know the nature of the report that was submitted on that particular subject?

Hon. Mr. Rhodes: I'm sorry, I was looking at these figures and I missed your question.

Mr. Cassidy: I'm going to go through a number of these areas and then let me make a representation to you; and this is on behalf of Mr. Hall of the Liberal Party as well.

For all that I may have, as Housing critic, a fair idea of what's happening outside, or like you I read the papers and talk to people and meet with people and get around the province a bit and that kind of thing, yet I, as a member of my caucus, enjoy the services maybe of a researcher who may be able to devote half to two-thirds of his time to the area of housing, to research and also to policy development. That's not very much in terms of having backup, research support and that kind of thing.

I have to say to you that if you're interested, among other things, in the development of sound policy and in fruitful dialogue about alternatives for housing across the province, in other words if you have interest as a member of the Legislature beyond your interests as a member of the Progressive Con-

servative government, then I question what you say just now that you don't want to make any of this material available. You have, next to CMHC or Urban Affairs, the largest group of people devoting themselves to housing research in the province, and certainly the largest group of people devoting themselves to action-oriented housing research anywhere in the province, including CMHC.

I'd like to know what is the specific nature of the material which is coming out of the research department which makes it impossible for you to agree to make it public.

Hon. Mr. Rhodes: First of all, I did not say none of it would be made available, because we do produce a paper that is made available to everyone. It's tabled in the Legislature and it's made available for public use and public consideration. A number of these documents go out each year. What I have said is that I don't believe the background material, the working papers that are used within the ministry, need to be made public at that time. The results of that work, the production of that work, the policy papers developed, certainly should absolutely be made public and are; but the background material, no.

[11:30]

Mr. Cassidy: Many areas which are researched do not necessarily lead to actual policy statements. They may serve as a general guideline for the minister and the ministry in terms of policy development, but not in the nature of statements. They may be in the form of ongoing monitoring and surveillance of what is happening in the housing market, which again doesn't result in specific policy moves but would be very interesting and useful not just to people in the Legislature but to people out there who are involved in the housing market as entrepreneurs, developers, people who advise purchasers and that kind of thing.

Hon. Mr. Rhodes: As I say, my position is that the background working papers are not necessarily available to the public. The production of those and the results of those studies will be made available.

Mr. Cassidy: Have you some sympathies with the Progressive Conservative Party of Canada?

Hon. Mr. Rhodes: Some, yes.

Mr. Cassidy: Yes. Are you familiar with the proposals put forward by Gerald Baldwin, the member for Peace River, in rela-

tion to the availability of this kind of information from the federal government?

Hon. Mr. Rhodes: No, I haven't been following Mr. Baldwin very closely. I have been rather busy myself.

Mr. Cassidy: I realize that. What he is suggesting basically is that material prepared by the policy branch of your ministry should normally be available to the public, among others the opposition and the press. This tradition of secretiveness, this grasping at any kind of information and keeping it from the public domain should stop.

Can you explain what the difference is between the federal government and the provincial government that you would reject that kind of position locally?

Hon. Mr. Rhodes: I don't think there is any difference. I don't think we are making it available. I don't think the federal government is either. I think we are both right on.

Mr. Cassidy: Except that your party at the federal level says the material should be made available. You say it should not.

Hon. Mr. Rhodes: I am not going to get involved in discussions of what's done at the federal level, but if Mr. Baldwin was here and was asking the same question you are, I would tell Mr. Baldwin the same thing.

Mr. Cassidy: I am going to ask you some questions about what these things are about, since that is the only way I can find out.

Hon. Mr. Rhodes: Fine, we'll answer as best we can.

Mr. Cassidy: That, however, is a very time consuming kind of thing. I want to say to you that it's very frustrating in this field, or any other, to have a minister come into estimates or to bills or whatever, flanked by a lot of high-powered, high-priced talent, and to have the merest kind of dribble of information coming out in terms of the background material on which those ministries' decisions are based.

I think it makes a travesty, in many ways, of what this Legislature is for, both in terms of the proper scrutiny of what is going on and in terms of the proper dialogue which ought to take place on policy. As you know, from both the estimates last November and now, there is a fair amount of dialogue which has taken place in these estimates. It hasn't sort of degenerated into the kind of affair we occasionally have with people like

the Minister of Government Services (Mrs. Scrivener).

There is a real attempt, I think, on the part of the Liberal Party and ourselves and you, Mr. Minister, to conduct things at that level. But it is very difficult. It is particularly difficult when we are constantly subject to a minister and ministry going around the province afterwards saying, "The Liberals and the NDP don't know what the hell they are talking about."

Hon. Mr. Rhodes: I have never said that.

Mr. Cassidy: You have come close.

Hon. Mr. Rhodes: I have never ever said anywhere that the New Democrats or the Liberals or anyone else don't know what they are talking about. I would not pretend to make that sort of value judgement. I mean I may not agree with you, but I don't for a minute doubt that you know what you are talking about.

Mr. Cassidy: Okay. Tell me about land policy for new communities. What kind of report has been prepared and what were the conclusions of that report?

Mr. Williams: Mr. Chairman, shouldn't we be dealing with that under vote 2002 and get through the ministry administration programme, vote 2001?

Hon. Mr. Rhodes: We're through with 2001. This is 2002.

Mr. Cassidy: This is referred to in the explanatory notes of vote 2001, item 2.

Mr. Chairman: This is vote 2001, item 2.

Mr. Williams: 2001, item 2, but we're over on—

Mr. Cassidy: Page 30 of the black book.

Mr. Williams: Community planning programme?

Mr. Williams: I understood we were on vote 2001.

Mr. Cassidy: Item 2.

Mr. Williams: Item 2.

Mr. Cassidy: If you turn to page 30 of the explanatory notes, you'll find the matter to which I'm referring.

Mr. Chairman: I am told that the vote will take place about 11.50. Is that right, Mr. Whip?

Mr. Kennedy: Yes, that's right.

Mr. Burkus: Mr. Chairman, on that item, that document is a background paper. The object of the exercise there was to take a look at various forms of tenure and various methods of possible disposal of land in several new communities the ministry is associated with.

Mr. Cassidy: You put forward alternatives and put the pros and cons for the various alternatives; is that right?

Mr. Burkus: We haven't got to putting forward the pros and cons of various alternatives. We are working on some cash projections on it, and essentially we are just looking at one aspect at the moment. We haven't put forth a paper on various alternatives.

Mr. Cassidy: What aspects are you looking at right now?

Mr. Burkus: We are looking at the aspect of the extent to which leasehold—the implications it has for cash requirements over the period of development of that community.

Mr. Cassidy: In what form has this report been made? It says here that there has, in fact, been a report. Is that correct? In what form has the report been made?

Mr. Burkus: I am sorry, I don't know.

Mr. Cassidy: Has there been a report related to policy for new communities? And if so, in what form has that report been made?

Mr. Burkus: I don't understand your question on the form.

Mr. Cassidy: Is it a 20-page mimeographed report? Or have you distributed it to 500 people across the province; everybody except the public and the opposition?

Mr. Burkus: No, as a matter of fact, our own senior ministry staff haven't seen it yet.

Mr. Cassidy: I see. Has it been to the minister?

Mr. Burkus: No.

Mr. Cassidy: Okay.

Resource community housing: It says here the group has reported on a number of policy areas, including resource community housing. What is the nature of the report on resource community housing they have submitted?

Mr. Burkus: Mr. Chairman, there was one that this issue covers. I believe Mr. Cassidy received a copy of that last year when we discussed this and that had to do with the quality of housing in northern Ontario. It was one of them.

Mr. Cassidy: Were there others as well?

Mr. Burkus: There is a discussion paper within the ministry on ways of approaching resource communities and facilitating planning and developing those communities.

Mr. Cassidy: To whom has that discussion paper been sent?

Mr. Burkus: It has been discussed by our ministry policy group?

Mr. Cassidy: And who else?

Mr. Burkus: Last year, a version of it was circulated to the resources policy field.

Mr. Cassidy: I see, okay. Conversion of rental accommodation to condominium—was there a report made on that to the ministry or how was that handled?

Mr. Burkus: Yes there was, Mr. Chairman, and the report was published. The reference we are making here is the North York study of conversion to condominiums—conversion of rental to condominium. It was the study that the ministry financed, or assisted in financing last year; and it is was published.

Mr. Cassidy: Housing programme targets are mentioned; and the minister carefully refrained from elaborating on any targets, but I gather there has been work on that in the ministry.

Hon. Mr. Rhodes: Yes, within the ministry we will attempt to identify where we feel there will be needs as far as housing is concerned. As I'm sure you can appreciate, you are not going to be operating in total isolation on numbers. We put down figures for comparison purposes; so there are targets, if you will, that are looked at as possible targets within the ministry.

Mr. Cassidy: Well can you give me some idea what those targets are that you have been looking at?

Hon. Mr. Rhodes: No, I have no intention of discussing housing targets with you at all.

Mr. Cassidy: I see. Don't you think, and I presume that some of the material prepared for you talks about various level of targets and the consequences of each, don't you think that kind of material would be useful in terms of informing the public debate about where we are going and what we should be doing?

Hon. Mr. Rhodes: No, I don't think it would be. I think, yes, it could be if it was

to be accepted as information and used in the way that it would be for that purpose, to inform the general public about possible direction. But I have watched what has happened, over the past number of years, and there is a great tendency by you, Mr. Cassidy, and your associates and others, to attempt to hang those figures as being the goals of the government. I can assure you it is no intention of mine to place myself in that particular position where it is indefensible. If you put down hard figures you are hit with hard figures.

Mr. Cassidy: But in fact the reason for that, Mr. Minister, is surely the fact that the ministry itself has adopted those things as hard targets.

Hon. Mr. Rhodes: And that's why, Mr. Cassidy, I have no intention of putting before you figures that you might interpret to be hard targets.

Mr. Cassidy: I am saying that it is the ministry that interpreted those as hard targets, Mr. Minister, in Housing Ontario '74, and in the speeches by Mr. Randall, who is with us today. There has been a long tradition of putting up numbers and saying, this is what we are going to do.

Hon. Mr. Rhodes: Yes, and I am going to tell you something; you have just seen tradition end.

Mr. Cassidy: But now we are looking at a re-evaluation of the housing targets in view of changed demography Mr. Minister, and it seems to me that it might be helpful, for everybody involved, if the considerations around varying levels of targets were made public and entered into the public debate. And you are not doing that.

Hon. Mr. Rhodes: No, sir.

Mr. Cassidy: Well I could go through all of these things, Mr. Minister. I would like to ask about the surveys which have been prepared, if I can find the material here. A number of consulting services have been bought and I would like to ask about those as well.

When you buy consulting services, does that normally yield a report of some sort? The figures are on page 37.

Mr. Burkus: Mr. Chairman, if I may respond to that: The figures shown on page 37 are some tentative proposals, on the part of the secretariat, of areas we may wish to fund in the current fiscal year.

Mr. Cassidy: Now in the past though, when you fund those do they yield reports which the public taxpayers have paid for?

Mr. Burkus: Yes, and I think the one that is shown in your backup material, the condominium on leasehold land, was pretty well the only one we financed last year.

Mr. Cassidy: I see, and that has actually been published?

Mr. Burkus: Pardon?

Mr. Cassidy: That has actually been published?

Mr. Burkus: Yes, I believe it was distributed in the House.

Hon. Mr. Rhodes: It was distributed in the House.

Mr. Cassidy: Okay; yes, I have got that.

Mr. Minister, let me just conclude on that point by saying that I think it is desirable in your area, as in all areas of government, for there to be as much openness as possible. I would suggest to you, and to your deputy minister, and to Mr. Burkus and to everybody else, that if you think about it the vast bulk of material which is prepared, and which the public taxpayers have paid for, can in fact be made available. It can be filed in the legislative library or tabled in the House or whatever; or simply made available, on request when people with an interest and a need to know ask for it.

I don't think you should be so scared about people misusing it, as you seem to have been in the past. I would suggest that in fact, if you make it available, and indicate that material coming out of the ministry may be tentative at times, because you are groping, we are groping, and the Liberals are always groping, that would be a much healthier way to base the debate on future housing policies rather than the current kind of secretiveness which seems to characterize your ministry, as all other ministries of government.

[11:45]

Hon. Mr. Rhodes: Well, I don't consider it's a question of being secretive at all. We have within the ministry certain papers that I work with and documents that are worked with within the confines of the ministry in an endeavour to produce reports and policy statements, and the results of these studies are made public and are tabled in the House, or they are printed and produced as reports.

Mr. Cassidy: Frankly, we would appreciate, as a body, as a group of people who

are obviously critical of the government from time to time, among other things, where there is expert opinion within government which suggests several options and puts forwards the strengths and weaknesses of other options, we would appreciate knowing what those are as well, rather than the monolithic kind of view that cabinet government tends to produce.

Hon. Mr. Rhodes: You have made a point, Mr. Cassidy.

Mr. Cassidy: Okay, good.

Mr. Minister, I want to raise a particular problem under policy and programme development activity. This is the body—a group of Mr. Burkus' people—responsible for the need demand studies for OHC. The figures here are really rather tragic, I think. They indicate only six surveys recommending 48 units for family housing, and 15 studies recommending 112 family units for their combined family and senior citizen surveys. Essentially, this activity appears to be grinding to a complete halt.

I'd like to ask, first, whether any action is taken—given the fact that many municipalities wish the field of public housing would just disappear—or whether any activity is carried out by the ministry in order to try to motivate the municipalities into doing need demand studies or updating the need demand studies that they have taken? Secondly, I would like to point out a particular problem which may exist elsewhere in the province and in other regional municipalities, and certainly exists in the Ottawa area.

The township of Gloucester, which is the third largest municipality in the region of Ottawa, has just undertaken a need demand study which is looking at both seniors and family housing. However, they are clearly looking for needs and demands only from present residents of the township of Gloucester. The situation in Ottawa, of course, is that the developable land is mainly in Nepean and Gloucester, and the need among low-income families and low-income senior citizens is mainly in the older parts of the region, which means in the city of Ottawa.

A need demand study in Gloucester that ignores needs and demands from the rest of the region is nuts. It's going to find out that they need 25 senior citizen units a year or something like that, that there's no appreciable need for family housing, because low-income families can't afford to live in Gloucester in the first place, and therefore there's very little chance of their being around to want it. Can the minister comment on those points?

Hon. Mr. Rhodes: I think I can comment on the last part of your comment. I think you recognize that in the case of any particular municipality, it is that municipality which pays its share of the subsidy for the housing that will be created within their boundaries, and on the 50-42½-7½ per cent formula obviously the municipality is going to be interested in spending its money to meet the needs of its particular citizens. You were a municipal councillor, you know that's part of the thinking. I think that probably explains why the survey that might be conducted in any particular area is going to be confined to its own municipal boundaries as to what their needs are for their citizens. That doesn't strike me as being strange. Mr. Burkus would like to comment on the total idea of the surveys.

Mr. Burkus: Mr. Chairman, in response to the question that was raised, it should be pointed out that a large number of unit recommendations don't necessarily appear on the table shown on page 32 of the member's book, for the reason that in a number of larger communities, such as Metropolitan Toronto, the city of Ottawa, Hamilton, Windsor and perhaps even London, surveys which were done a couple of years ago included in them projections for future housing requirements, to which the corporation in those specific areas is still addressing itself. So I don't think it's a fair assessment to simply add the number of recommended units and imply from that that that represents the total need in some sense province-wide.

The other point I think it is fair to raise is that a lot of this direct survey activity is no longer being carried out by the policy and programme development secretariat but has become an ongoing function of the local housing authorities and the direct OHC management where such management exists. In that area, as part of their property management activities, they are required to provide information and respond to applications that still represent an unmet need.

The other aspect of this approach is that through the municipal housing policy statement programme, which we made a start on about a year and a half ago, individual communities are being encouraged financially and technically to make projections of their various housing requirements by income category, by housing type and by programmes that are around at both the federal and provincial level. It's through that device that we see in the years ahead as things stand that much better local housing market information will come. To the extent that

the ministry has programmes available in support of those activities, that material will be used for our own financial planning and for our programme planning and we'll be working very closely with the regional municipalities.

That's by way of a bit more explanation of the implications on page 32.

Hon. Mr. Rhodes: There's one point I wanted to make too, on the question of the type of survey you were talking about in Gloucester township. We have been working quite steadily and making some reasonably good progress in going to the regional base for the housing authorities for the housing needs, as far as OHC is concerned. In areas where there are no regions we're even attempting to bring together the housing authorities into units that can serve a larger area and more, say, of the smaller communities in some areas, taking in a whole township or several townships into the authority with representation from the various communities, but an authority that can look at the broad scene as to the needs, and doing what Mr. Burkus has mentioned, carrying on that type of an inventory within their own areas, which I think has some merit.

Mr. Cassidy: With great respect—I didn't mean to raise it on this vote—my experience with the Ottawa housing authority and with other housing authorities is that they see themselves as administrators and not as advocates. Therefore, they don't see themselves as having a function of knocking on your doors down at Queen's Park and saying they need this kind of housing in this area. I think they should have that function and they should be alerting you to that and they should be applying pressure from the local area in the way that some of the boards of health do.

Hon. Mr. Rhodes: Yes, and they do very well. Many municipalities are contacting us and continually inviting us to come in and assist them with surveys in their areas. In some of the smaller ones where they don't have the expertise, they're saying would we come in and look at what their needs are. Or they'll tell us straightforwardly that they have gone ahead and done a survey and feel that in their community there is a need for units for X number of senior citizens and X number of families. That's when OHC will go back into those communities and search out sites. We'd like to do it, and we're working that way to do it, on a wider base, exactly what you're talking about.

Mr. Cassidy: Let me switch over. The rest of Mr. Burkus' answer, I think, was pretty well founded. I realize that the larger municipalities were already covered in the municipal studies but I think you're right that the housing policy studies now under way in effect supplant to some extent. It still doesn't resolve the problem which is that everybody in Windsor is quite happy to see public housing going into Ottawa and perhaps to some extent vice versa.

Hon. Mr. Rhodes: Mr. Cassidy, I think your experience is no different from mine and probably others here. I think all of us in our way are attempting to promote more provision of public housing in various communities in this province. But you know as well as I do that it is not a very easy chore, that unless we're prepared to take what I read into much of what you say the heavy-handed approach of Queen's Park to go in and slam people on the head and say this is what you're going to do, and I can't—

Mr. Chairman: Order. We're needed for the vote. We will recess until after the vote.

Mr. Cassidy: We may not have a government, if you don't go and vote.

Hon. Mr. Rhodes: I'm not afraid of an election.

The committee recessed at 11:55 a.m. for a vote in the House and reconvened at 12:15 p.m.

Mr. Chairman: We were on vote 2001, item 2.

Hon. Mr. Rhodes: Carried!

Mr. Cassidy: Hold on. Were you not in the middle of a reply when we got interrupted?

Hon. Mr. Rhodes: No, I was cut off at a very appropriate time.

Mr. Cassidy: Okay. I want to ask about two other things. I was going to ask about the housing policy studies, which are in the way we are coming into.

The Ottawa-Carleton housing study recommends that at least a third of the housing units to be built in the area should be publicly assisted, and I gather that's the kind of recommendations you are getting from other parts of the province as well. The problem there, of course, is implementation; that is, just as there's a problem with the OHC public housing, as we were talking about before, people may know what's required but that doesn't mean that they are going to actually do it.

Hon. Mr. Rhodes: There are so many variations of publicly assisted housing, as you well know. When they say publicly assisted, I don't think that's their way of getting away from saying rent-geared-to-income.

Mr. Cassidy: That's correct. They are not saying it should be exclusively rent-geared-to-income; they do say that should be a part of the mix. As far as families are concerned, that essentially is no longer a part of the mix, because apart from two-bedroom rent supplement units, there is basically no rent-geared-to-income housing being added to the present supply.

Hon. Mr. Rhodes: In the Ottawa area?

Mr. Cassidy: In the province.

Hon. Mr. Rhodes: I would have to go along with that. There may even be less too.

Mr. Cassidy: You may even be losing it as some of your rent supplement townhouses are put back into the private sector.

Hon. Mr. Rhodes: Not only that, but also the fact that there are some areas of the province where the owners of small rental accommodation are closing them down.

Mr. Cassidy: Okay; point made. I want to ask about the Ontario Economic Council's report on a shelter allowance, and I would like you to just make a comment on that. I am sure you have the appropriate reply in that big blue book of yours, and I would like to see what it is.

Hon. Mr. Rhodes: I think it goes without saying that I am not a great fan of the coupon sort of thing—that was part of the proposal—any more than I am of the food stamp programme. I just don't think that is the way to do it. If you are going to go into supplementing rents, fine, you do it that way; but you must have some way of knowing that the moneys being used are, in fact, going for shelter.

Mr. Cassidy: Isn't the essence of shelter allowance, though, that you supplement the individual rather than the unit? Right now, for somebody to qualify for a rent supplement, they have either got to move to a rent-geared-to-income unit or else they have to move to a rent-supplemented unit. In many cases, particularly with senior citizens, that's quite disruptive. They have to leave their community and move five or 10 miles away from where they have lived all their lives. And it's not a housing problem; the housing they left was decent and the social support—

the community resources and proximity to friends, neighbours or relatives—was good. It was simply a matter of them not being able to afford the extra money that was required for them to live there.

Hon. Mr. Rhodes: There is one thing about this particular thought of the Ontario Economic Council—I wouldn't even say it was a recommendation; it was more of a thought, from my point of view. That is, the report doesn't indicate that they had given any consideration to what the costs might be. They just made the report. They were looking at what shelter allowances might do and there's some of it going on in the United States right now.

But there is an awful problem of duplication here of the activities of other ministries. If you are going to talk shelter allowance, putting the allowance with the individual as opposed to the unit, as you suggest, then perhaps this is the wrong ministry to be dealing in that particular area. Perhaps that should be part of the Community and Social Services programme, rather than into a straight pass-through of money to an individual.

Mr. Cassidy: I would say the chances of getting it through this ministry are slight, but they're magnificent compared to the chances of getting it through with the minister we now have in Community and Social Services.

Hon. Mr. Rhodes: That depends upon your attitude toward giveaway programmes.

Mr. Cassidy: No, what happens is this. The Ontario Economic Council pointed out that only about nine per cent of those eligible received rental assistance, who had supplements for rent geared to income. You are therefore talking about a cost to the other 91 per cent, people of low- and very-low-income groups which can either be brought into the public sector through a means such as a shelter allowance, or left and therefore bear on a whole lot of us, or left to the private sector and therefore bear on those particular people.

They bear it in terms of inadequate income for other things after they'd paid for their shelter and they bear it in terms of sub-standard shelter, which is all they can afford. But you concentrate the costs of that inadequate shelter on those particular individuals; with a shelter allowance you spread it around. The costs are still there, would you agree with that, Mr. Minister?

Hon. Mr. Rhodes: For the other 91 per cent.

Mr. Cassidy: Yes.

Hon. Mr. Rhodes: When you said only nine per cent of those eligible are receiving assistance I don't know what they're basing eligibility on. Is it their inability to find accommodation within a price range that would be within their income?

Mr. Cassidy: Yes.

Hon. Mr. Rhodes: Or are they taking in that 91 per cent, people who are in fact living in accommodation that they can't afford? I don't know. Eligible to what degree?

Mr. Cassidy: I haven't the report here unless it's just coming in from the page. But there are about a quarter of a million families in the province who are paying 40 or 50 per cent of their income in shelter costs and it's that group that they are referring to when they say only a small proportion of people are eligible to seek rental assistance. They're taking the standard of 25 per cent of income, say, as rent.

Hon. Mr. Rhodes: In that case then their costs would be the same.

Mr. Cassidy: No, they pay extra out of inadequate incomes. The shelter allowance would mean they would not be required to pay extra out of their inadequate incomes over that 25 per cent standard. On the other hand there would be costs which would go through government, through redistribution through the tax system.

Hon. Mr. Rhodes: All of this to be based upon a means test, for lack of a better word.

Mr. Cassidy: That's possible. In effect your rent geared to income is a kind of a means test, yes. But the point is that the costs are there already, Mr. Minister, do you agree?

Hon. Mr. Rhodes: The costs to these people?

Mr. Cassidy: Yes, that's right. You say you don't think the government can afford the costs of a shelter allowance and I ask you do you think the people who now pay the costs not having a shelter allowance can afford it?

Hon. Mr. Rhodes: I didn't say the government couldn't afford it. I said the Ontario Economic Council didn't tell us what the

implications were, not we couldn't afford the costs.

Mr. Cassidy: Do you think government can afford the cost for shelter allowance then?

Hon. Mr. Rhodes: Until I find out what the costs are, I don't know whether we can afford it or not.

Mr. Cassidy: Are your people doing any work to find out what those costs might be?

Mr. Burkus: Yes we are, Mr. Chairman.

Mr. Cassidy: Have you any results to date.

Mr. Burkus: No.

Mr. Cassidy: Perhaps I could suggest as an approach, and I'm sure you'd be doing this anyway, there are varying groups with different degrees of impact and it's one thing to say that every 19-year-old kid should receive a shelter allowance and it's another thing to say that particularly families with young children and older people, aged over 55 or 60, should be the prime target for the shelter allowance. Certainly in our party policy we recommended a shelter allowance, but concentrating on those two high-impact groups as being the people who in particular suffer from very high shelter costs in relation to their income. I would be interested if perhaps, Mr. Minister, you could agree that once the material comes to you, you would table it in the House or make it available in some other way.

Hon. Mr. Rhodes: I think that's information we would want to take a good look at. I would assume it would be of interest to others as well.

Mr. Cassidy: Would you be willing to agree to make it available to others as well?

Hon. Mr. Rhodes: As soon as I find out what the report says.

Mr. Cassidy: It may sell you. It is a very sensible kind of scheme. You should go ahead.

The final area in the area of policy I want to ask about is—I asked you this in the House and I apologize for asking it to you before the report was actually tabled. That was inadvertent and not meant to embarrass you. However, I assumed you would have had an answer since you had had the report available; if I had asked after the tabling and not before.

Hon. Mr. Rhodes: You and I had it at almost the same time.

Mr. Cassidy: This may sound familiar to

you—what does the government intend to do to implement the proposed reduction of standards reported on in that ministerial report? In particular, what does the government intend to do to ensure the possible savings in costs are passed on to purchasers and not kept in the pockets of developers?

Hon. Mr. Rhodes: I think, for the first part, that now the document has been distributed to the various municipalities, we are going to wait and see what some of the reaction is. I have had some reaction already—not formally in the way of resolutions—I have had some reaction from municipalities who think this is a good idea and they would like to go ahead and implement some of the recommendations, if not all, in that report in their particular areas.

I have also noticed that some of the newspapers editorially are urging their particular councils to move in that particular direction, to do this sort of thing—to implement the suggested standards, if they are not already doing so.

I think, in the first part, I want to be able to go out and sell this idea to municipalities and have them allow these standards to be acceptable in their subdivisions, in their discussions with developers and with builders.

I don't really know at this stage how we can give an absolute guarantee of the savings being passed through. I think that is most desirable and that's what we are after. Perhaps we can look at what was done originally in the Kitchener area when they had some control—I think they still have some control—over the costs of units going in to specific subdivisions where there have been some changes in the standards. That may be a way of doing it as well.

Mr. Cassidy: So it's exhortation on the one hand and possible encouragement of municipalities to tie subdivision agreements to target prices; is that right?

Hon. Mr. Rhodes: Yes. We want to do everything we can to make sure that if you are going to reduce the price of a lot from \$8,000 to \$6,000 that, in fact, it is reduced to that price. I have been hoping as well that an individual who is going to purchase that particular piece of property would determine what the standards were as far as the servicing is concerned. That information is available. He or she will well know that there has been a reduced cost to bring that lot onstream for building purposes.

Mr. Cassidy: The problem in the market, of course, is, suppose the market is throwing

up a price of \$25,000 for a standard lot in today's terms. Instead of there being an \$8,000 saving, the cost of that reduced standard lot may be \$23,000, enough to give that house an edge in the market but certainly not enough to accommodate the full range of savings which the developers made in developing the land.

Hon. Mr. Rhodes: I think that is an area we have to look at very carefully to determine what can be done to make sure. I can't give you a specific answer as to how that can be done. Perhaps, you can; I don't know.

Mr. Cassidy: Philosophically to this, you have moved so far away from the concepts of sort of untrammelled private ownership of land that really, even philosophically for you, it's not that far to switch over and have varying kinds of controlled ownership in order to ensure that that saving is passed on and is not absorbed by all these large developers who own so much of the land.

Hon. Mr. Rhodes: The resale problem comes in, doesn't it?

Mr. Cassidy: Yes. It can be solved.

Hon. Mr. Rhodes: I was accused last week of asking more questions than I answered but, truthfully, that has been an answer I get. So many times people will tell me it can be solved but no one tells me how.
[12:30]

Mr. Cassidy: I have made a number of suggestions. I don't want to repeat the speech I made. I don't think you want me to repeat it either.

Hon. Mr. Rhodes: It is all right, go ahead. I don't mind.

Mr. Cassidy: Is that all right?

Mr. Shore: Over a cup of coffee later.

Mr. Cassidy: Thank you, Mr. Chairman.

Mr. Johnson: I would like to make a few general comments, Mr. Chairman. One observation I can make now is that I can understand why the socialists work in five-year plans. We have been sitting here for nearly six days and only voted on one item. We have 19 more votes to go in this ministry alone, and nine other ministries to deal with. The concern that I have is the fact that if we spend this length of time with the Ministry of Housing, you are not going to build any housing. Secondly, we are not going to be able to spend any time with other ministers. Now, surely we must be doing something

wrong when we are spending so much time and not achieving any results.

Hon. Mr. Rhodes: I think that is a very serious indictment of the chairman.

Mr. Johnson: Sorry about that, Mr. Chairman. Many of the questions are relevant, but there are many repetitions. I wonder, Mr. Chairman, could you cut down on the repetition?

Mr. Chairman: If I could I would.

Mr. Shore: If you can you will, right?

Mr. Johnson: I am just concerned that when we get to the other estimates that there will be very little time left, and we won't have enough time to spend on them.

Mr. Cassidy: Which questions were repetitious?

Mr. Johnson: For the last four or five days we seem to have gone over a lot of the same questions. For instance, today you asked about a target figure from the minister. He refused a few days ago to give the same figure; and at least on one other occasion, maybe twice.

Mr. Cassidy: This is in relation to the study which they prepared.

Hon. Mr. Rhodes: Mr. Chairman, I wonder if I might interrupt. I would think, going along with what Mr. Johnson has said, that we can certainly speed this up if you would carry item 2 and we move on to item 3.

Mr. Chairman: Item 2 carried? Mr. Hall.

Mr. Hall: Is Mr. Johnson finished?

Mr. Johnson: Go ahead.

Mr. Hall: Just briefly and speaking fast, Mr. Rhodes—because this is a policy programme development area—in the explanatory notes that you provide, you do refer to certain things that have to receive our attention. On page 38 you refer to a cost that you had, services at Elliott Research Corp. for a special survey of rent increases in Metropolitan Toronto. This was done last summer, and unfortunately not released until later in the fall.

Mr. Cassidy: Until after the election.

Mr. Hall: Yes, and it would have been beneficial for the whole province if that had been released in August rather than after the election. That is on page 38; a cost of \$9,050. Now my question—that has happened—are internal surveys of this nature going on when you are talking about this policy and pro-

gramme development activity and measuring it?

I want to just continue on for a minute, Mr. Chairman, because I am concerned as to when we are going to solve this situation of lack of rental accommodation. In Kitchener, the planning department is finding a near zero vacancy rate in the survey under way of smaller rental buildings. The other high-rise and large buildings will be part of a separate study. But prior to rent review, the general measurement of the overall market in the Kitchener area was a 10 per cent vacancy rate.

There are now problems of forbidding rental projects to be switched over to condominiums. This is something I deplore, because it is a further intrusion, naturally, on the individual rights of a property owner. But at the same time, the municipalities involved are torn because there are no rental units coming on the market to replace condominiums, once they become condominiums. Even Kitchener alderman Morley Rosenberg, who was an NDP candidate last September, and apparently will be again next time, agrees the cure of rent controls has been worse than the disease itself. He goes on to feel that controls can't be lifted until another answer is found to the high rent abuses and shortages that have been going on before.

I know that rent review is not in your ministry, but to look at the health and vigour of the building industry and accommodation for people in this province, I still, before I move off this section, haven't got a feeling from you as to whether maximum effort is being put to solve this problem. I would be the first to admit, just while you are sitting here at the table, that I can't necessarily come up with the answers, but to me it is a very vital problem that is going to have repercussions in our whole social scale of values and has to, unfortunately, sit at the centre of the Ministry of Housing.

Hon. Mr. Rhodes: Mr. Hall, first of all, you mentioned the survey that was produced by Elliott Research and comment was made that it was not released until after the election. I think, sir, you and I know, and I think everyone knows, that the question of rent review, rent control, call it what you will, that particular issue was never at any time fought on statistics and it was never generated on statistics, logical or otherwise. The question of rent control and rent review was brought up strictly on the question of abuses, horror stories, very emotional subjects that were splattered all over the newspapers, and this is what it was fought on.

You could have released statistics up to your hips and they would not have changed that emotional situation that was going on at that time. As you point out, even the alderman from Kitchener who says the cure is worse than the disease still goes back to that very emotional issue that was there about the abuses going on before. If he talks about shortages — and I appreciate Mr. Sweeney giving me a copy of that particular item, the two items in fact—Mr. Sweeney advised me, and he is from the area and I think he probably is quite correct, that the vacancy rate in that particular area was around 10 per cent and not at zero as it is suggested it is going to be. It was at 10 per cent prior to the advent of rent control, and yet rent control and rent review are being discussed ad infinitum and ad nauseum around this province in places where there were 10 per cent vacancies and higher. It suddenly became a great issue, a very emotional one, so the fact that the statistics were not there, I don't think would have changed that issue at the time.

Mr. Hall: I am not saying it would have changed the issue, I am just saying that if it could have been done then, by golly, it should be being done now on a flat-out basis to get an actual measurement of where we stand by community by month. When you are facing situations where small apartment builders are closing their doors rather than lose more money—and this is happening according to the article in the Kitchener paper—we are really headed for more trouble. In the measurement of surveys—this is my main point—are we into it deeply and well?

Hon. Mr. Rhodes: Mr. Burkus?

Mr. Burkus: Mr. Chairman, this is a point that we have given some very close attention to in the last little while. Our problem at the present time in this area is that vacancy rate surveys are only carried out twice a year. One of the things that we have been attempting to do is develop whether or not, through some mathematical techniques that stand scrutiny, it is possible to interpolate, or to determine if you like, monthly vacancy rates using other data than actually having to go to a specific building. We have spent, just in the last three or four weeks, quite some resources on that area.

One of the other problems is that in this area, only buildings with six or more units are surveyed, and that means the data in some of the smaller communities, where the housing stock tends to be in duplexes and triplexes and fourplexes, is very unreliable.

So while the vacancy rate survey is fine for some of the larger metropolitan areas, it is very unreliable in some of the smaller communities of the province. Moreover, to do it on a regular basis, we are informed by CMHC that it is a very costly survey. So we are trying to get a better understanding of how we could develop vacancy rate measurements in other communities without incurring rather substantial costs in the ministry having to do it directly ourselves.

Mr. Sweeney: Can I ask a supplementary question? Mr. Minister, I couldn't put my finger on it, but somewhere in your statement you made some observation about some kind of a ratio between the availability of rental units and purchase units in the province, or you have made reference to it at a previous time. Given this particular situation that's occurring and the fact that we are going to be living with rent review, I suppose, for a couple of years anyway, is there any specific plan, as part of your ministry, to encourage the development of rental accommodation as opposed to putting all your eggs in the purchase basket?

Hon. Mr. Rhodes: I think we have attempted to do something, in our area, as far as provision of rental accommodation is concerned through the calls that we have had out—and similar calls that are out by the federal government, to provide for some rental accommodation. I have said to the people I have spoken to in private industry: "Look, we need rental accommodation. There are no rent controls on new buildings." They are simply saying to me, "There are no rent controls on new buildings now. We are not going to go ahead and build that building and find out, when we no sooner get it built, that there is, in fact, rent control on it."

That is their attitude right now and I think others in this room know that attitude is real. They are just not going to build it. The only alternative that we have is attempting to fill as much of the gap as we can to cover the programmes that we have, which I don't like. I don't like the idea that government ends up in a position where it is the only agency providing the rental accommodation. I know you don't agree with that either.

Mr. Sweeney: No, I wasn't thinking—

Hon. Mr. Rhodes: No, I know you don't and you are not saying that. As I said the other day when your leader asked me in the House, I said I don't know and I was being

right honest straightforward. I don't know how you can force, which seems to be the only word you could use, the private industry to build rental accommodation. They just won't do it at this stage.

Mr. Sweeney: Have the officials of your ministry proposed any type of incentive programme to encourage builders or developers to get into this—again taking into consideration that we are in a rent review period for at least a couple of years?

Hon. Mr. Rhodes: Well, we are committing \$50 million to a limited-dividend programme, which is money at lower interest rates, hoping that they would go into that area. We have some calls in, as Mr. R. M. McDonald mentioned, at the last meeting we had here. There has been some response. They are being evaluated now and, in some cases, we are not overly enthused about what is being proposed. There are a lot of one-bedroom units being proposed. That may be fine in the core here of Toronto, where there may be a demand for one-bedrooms, but for the most part we want things with two or three bedrooms at least. So that is what we are doing at the present time. Any other comments, Mr. McDonald?

Mr. R. M. McDonald: I think, Mr. Chairman, in the federal programme they also have a call out for rental accommodation right across the country. They are in the process also of evaluating what type of accommodation they've received and they expect to make some announcements, I understand, within the next month. But the supplementary information that I have from them isn't very promising in terms of the proposals that they have gained, from the private sector, all across the country.

Mr. Sweeney: Would it be reasonable to assume then, Mr. Chairman, that, for the very near future, some sort of amendment to the rent review legislation is possibly, from what I hear anyway, the only solution and that there is no other solution? I don't want to put words in your mouth but is that what—

Hon. Mr. Rhodes: I don't think that is a solution but for the amendment—the only way to amend the Act—I don't know what amendments would do? You could throw it out or you could repeal the Act.

Mr. Cassidy: That's your plan?

Hon. Mr. Rhodes: That is not my plan; it was the plan of the Legislature, as a

whole, that it be terminated automatically on July 31, 1977, as you may recall.

Mr. Cassidy: Not all of us agreed to that.

Hon. Mr. Rhodes: No, but the Legislature, as a majority, agreed to it. I don't think we have reversed that process yet. I don't think that's a solution, though, to just say, "Repeal the Act."

Mr. Sweeney: I wasn't recommending that either.

Hon. Mr. Rhodes: But I think we have to understand that it is all well and good to sit and talk about the effects that rent control is having, and there is no question it is having a real effect on the people I have talked to in the industry—a very, very great effect—but it is there.

[12:45]

Mr. Sweeney: It's the small unit owners in particular who just don't have anything to fall back on who are in real trouble.

Hon. Mr. Rhodes: I can recall quite vividly the debate in the House last fall. You will recall that when the original bill was presented it did not include small unit owners. That became a part of the legislation.

Mr. Sweeney: Hindsight is a wonderful thing.

Hon. Mr. Rhodes: Yes it is, and I commend you on it. It is excellent. We are all looking at it from hindsight now. I am not being critical of any one individual or one group. We have all got pretty good hindsight now.

Mr. Hall: Even the media apparently, according to this article. It seems to be a real big problem.

Mr. Cassidy: We have a big housing problem, I think nobody denies that.

Hon. Mr. Rhodes: We don't have a housing problem and you know it. What we have is an income problem.

Mr. Cassidy: If you want to define it that way, but you just told us you didn't want to tackle it as an income problem, you felt that maybe Jim Taylor in Community and Social Services ought to take it over from you.

Hon. Mr. Rhodes: If we are going to start nit-picking with one little group versus the other, I am simply saying to you that if you are going to get into a social assistance pro-

gramme of passing money around it doesn't appear to me that the Ministry of Housing, which you claim is responsible for the building of buildings, should at the same time be handing out money on assistance cheques. I say for efficiency the whole thing should be in one area. If you would like me to take over Community and Social Services in Housing I will discuss it with the Premier.

Mr. Shore: I recognize this ministry isn't involved with rent control, but since it has been discussed here, there is a comment or two I would like to make. First of all, surprised though I was, I guess maybe I shouldn't have been that such a major piece of legislation as came through in the fall was based not on statistics but on emotions. Maybe I should have understood that, but at any rate, to me, whatever reasons there were at the time, if the purpose of the legislation is to do something and it was done on an emotional basis there is no purpose to what the legislation is. It should be tied in with the meaning or the purpose of the legislation, and statistics or information surely should have an effect on why you are doing something.

You are probably married to the legislation now, but you should recognize that it's at least part of the cause of the shortage. I agree that it's probably income more than the housing concept, and I am prepared to debate it, as I think it is part of the problem; though maybe not today but in a year from now.

I understood clearly, and I mentioned this to the Minister of Housing and to the Minister of Consumer and Commercial Relations (Mr. Handleman), and I appreciate their picking it up and apparently looking into it, that there is some minor area that could be dealt with now and hopefully it will be. One of the concepts or the original purposes of the rent review as opposed to straight control—and in retrospect hindsight is beautiful and maybe control was better than the review concept—was to give the opportunity for the landlord, for the owner, to be able at least to consider a return on his investment; or also at the same time for the owner to make it simple so that if a person is coming off a one-year, two-year or three-year lease to bring those rents reasonably into the market range.

I think that, probably, and I said it then and I will say it again, is one of the most critical aspects of this whole piece of legislation.

The reason I understood we were voting for rent review was to give that subjective

process an opportunity, when it went before these people, to be taken into consideration, I have been advised, and I am satisfied that it's correct, that when anyone goes before the rent review officer, not the board at this time, up until this moment in time at least, it appears the only factor that has been taken into consideration is the differential in costs between last year and next year. If that is the only factor, then certainly there is no consideration being given to the market concept or to the two- or three-year lease approach. If you are serious, and I believe you are—and I appreciate, according to what Mr. Handleman indicated, that he has advised his senior people to check out that piece of information—and if that is true, you would at least help the province somewhat if you advised your people that there are other factors they should be taking into consideration—if you believe there are other factors. I understood that's the way the original piece of legislation was supposed to read.

Hon. Mr. Rhodes: That is the way it does read.

Mr. Shore: Okay. Then, from an administrative point of view, it is not functioning that way, according to information I am getting from professionals who are sitting in on these things and from people who are making their presentations. All I am saying is it is not the answer to the whole thing but it is certainly a major plus if it can be looked

at and an attempt made at least to make a bad thing work. And I regard it as a bad thing, despite the fact that I was a member of the Legislature that voted it in.

But we are here now. That, to me, could be both a practical and a psychological plus at least to help redevelop the confidence of private enterprise. I put that in a constructive fashion, and while I appreciate the minister's speaking on it and passing it on to the Minister of Consumer and Commercial Relations, I think it is important enough that it should be followed up.

Mr. Chairman: Shall item 2 carry? Carried.

Mr. Cassidy: That was very hasty, Mr. Chairman.

Mr. Chairman: Item 3, communications and information services. Carried?

Mr. Cassidy: No. I had a couple of comments to raise about item 3. I read with interest the statement of activities for the—

Mr. Chairman: Excuse me, Mike, they tell me the House has adjourned. I guess we are supposed to adjourn.

Mr. Cassidy: The passing of item 2 represents very substantial progress.

Mr. Chairman: We meet on Monday after the question period.

The committee adjourned at 12:52 p.m.

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Ministry of Housing officials taking part:

Burkus J., Executive Co-ordinator, Policy and Programme Development Secretariat
 McDonald, R. M., Vice-President and General Manager, Ontario Mortgage Corp.
 Riggs, R. W., Assistant Deputy Minister, Housing Development; Vice-Chairman, Board of Directors, Ontario Housing Corp.

Ontario. Legislative Assembly



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**SUPPLY COMMITTEE—2
ESTIMATES, MINISTRY OF CONSUMER
AND COMMERCIAL RELATIONS**

OFFICIAL REPORT — DAILY EDITION

First Session of the Thirtieth Legislature

Friday, May 7, 1976

**Speaker: Honourable Russell Daniel Rowe
Clerk: Roderick Lewis, QC**

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

FRIDAY, MAY 7, 1976

The committee met at 11:25 a.m. in committee room No. 2.

ESTIMATES, MINISTRY OF CONSUMER AND COMMERCIAL RELATIONS

Mr. Chairman: I see a quorum. I don't want to be discourteous with respect to the Liberal critic but he is going to have to get here; that is all there is to it.

The minister, I believe, has an opening statement on these estimates.

Hon. Mr. Handleman: Mr. Chairman, thanks very much; it is that time again. Last year when I was here I was a relatively new minister and was forced to rely on the deputy minister to introduce most of the staff members who appeared at the table. I have come to know them very well over the past year and I think the new members will find during the hearing of the estimates that we have a very competent, dedicated and diligent staff. They will probably be answering most of the highly technical questions which fall into this field.

The ministry is an extremely complex one, as you have undoubtedly discovered and the numbers of initiatives we take in the various branches are far too numerous to mention in an opening statement. You will have an opportunity to go over them vote by vote and I hope I will have an opportunity to outline to you some of our accomplishments over the past year and what we hope to accomplish, if given the opportunity, over the next few months.

Less than two years ago, we started to incorporate liquor licence policy into the ministry and now for the first time the Liquor Licence Board is in our estimates. As you probably know, liquor licence policy in this province has been a source of real concern to many people. The government is being criticized publicly over things like entertainment policies, safety requirements in licensed premises, granting of licences and a host of other issues.

Within the last year, most of these issues appear at least to have subsided in public awareness because, for the most part, I think we have been successful in resolving them. As you know, we have an entirely new code in force in the province and all the former policies and unwritten rules have been published, clearly and completely, in the liquor licence regulations.

We had anticipated, hopefully and, I suppose, optimistically, that the clarification would, in itself, contribute to this new sense of co-operation and consensus on liquor policy which was really the keystone of our whole initiative. We are very pleased that that has taken place. There now does not appear to be the confrontation between the public licensees and the regulatory authority that there was at one time.

We didn't stop at a new code to lay out the rules and regulations. We have actually transferred some of the former control and regulatory authority of the LCBO to the LLBO. The LCBO has been turned, I believe rightly so, into a strictly marketing organization.

For that reason you will not find the LCBO estimates before you. There was some thought given to doing that. It was felt that the LCBO is more properly a Treasurer's operation even though it reports to me. It is not designed to be involved in liquor policy. It does sell the product and all of the regulatory activities of the LCBO have been transferred to the Liquor Licence Board, which includes licensing of manufacturers and so on.

[11:30]

The role of liquor inspector we feel has been successfully modified to emphasize a consultant role rather than an enforcement or policing role.

We instituted in Bills 44 and 45 appeal procedures which are very welcome as far as the minister is concerned, because before that the court of appeal was the minister's desk and we felt, first of all, it shouldn't be there, although I know eventually some of

you will be bringing appeals to me. I've tried to refer everything to the appeal tribunal and of course we have appointed an advisory committee again to take the minister's office out of the nitty-gritty of policy formulations.

John Fisher's group has worked very well; it's been monitoring the new system and proposing improvements and changes. They receive a variety of briefs and are very deeply involved at the present time in looking into our whole system of special-occasion permit granting.

The Liquor Licence Board has taken a strong stand with regard to fire safety requirements for licensed premises and the ruling has been and is now being and will continue to be vigorously enforced. This does cause some problems as far as the ministry office is concerned, since many people feel that we shouldn't be too tough on fire regulations. But the board has been doing this, and I think doing it quite well, following the problem that arose some time ago in the fire at the Paris Hotel, which Mr. Singer recalls.

This week the board is starting up a pilot project, which will be very welcome among those of us who are not in Metro Toronto, to dispense special occasion permits locally. This is an initiative that we announced during the debate on Bills 44 and 45 and we hope that if it's successful in St. Catharines we will be able to extend the service right across the province so that those who apply for special occasion permits will be able to do it locally without having to worry about somebody in Toronto turning them down at the last moment or not giving them the reasons for it.

There've been more substantive changes and improvements in the administration of liquor policy in this province during the past 12 months than in the previous 28 years. I know some people say, "What were you doing for the previous 28 years?" We were making improvements, but I think we've moved quite a bit more quickly in the past 12 months. I'm quite proud of that record because it's an initiative that I inherited from John Clement, who really did most of the groundwork and leg-work and the tough political negotiating that had to be done before this type of procedure could be initiated in the province.

I believe that this type of progress has won the Liquor Licence Board respect and co-operation from all of those different groups and associations and I've said on

more than one occasion I've found nothing in this province on which there is more ambivalent opinion than liquor. Everybody is opposed to liquor until they want it.

The second area of emphasis, and this is a new one which has been the responsibility of my ministry since Feb. 1, is rent review, and this is a new vote in our estimates. I've never made any secret of the fact that I don't favour prolonged government intervention into rental markets. I've stated it publicly in debates with members of the other parties and I base my opinion on the fact that when I was Minister of Housing I became convinced that it's counterproductive, not only for housing supply, but for tenants in the long run and of course the experience in other jurisdictions certainly bears this out.

But the fact that I don't feel that a long-term intervention is helpful to anyone has not prevented the ministry from, I believe, making a success of our short-term programme which was designed to stabilize rental markets and slow down the rate of increase in rents. I think I should make it clear that it was never intended in my view and the House didn't intend that it be a rent freeze. It was really designed to phase in rent increases in a way that would not prejudice the interest of tenants in the short run.

The reason why it was brought in was that we don't feel and we have never felt that we could stand by while certain temporary disruptions in the market imposed in effect a lower standard of living on many thousands of people in the province. We don't feel that either landlords or tenants should suffer from inflation. Our view is that landlords should be permitted to recover costs which are beyond their control and that tenants should not suffer in that process.

We required landlords, as you know, to justify rent increases of more than eight per cent a year. Justification must be based on unavoidable increases in operating costs, backed up by documented proof to the best of the rent review officer's ability to review and verify. We have never taken into account whether or not return on equity is reasonable. This was not in the legislation and we have instructed our rent review officers not to consider that. It does not take into account cases of refinancing, including those to do with resale. Notwithstanding some of the claims that are being made publicly, our rent review officers are advised not to take those factors into account.

The reason why we have decided not to take into account capital considerations is because of the short-term nature of the pro-

gramme. Obviously, capital considerations are long-term by their very nature.

We feel that the results have been very satisfactory, despite all of the panic that was evident last fall when the programme first came in—the lack of communication between the ministry administrators, both in Housing and our own ministry at the outset. This seems to have subsided and the public is now accepting it as a routine process.

The statistics we have indicate that in the almost 1,800 hearings which have been conducted up to the beginning of this week, the average increase granted by a rent review officer has been 13 per cent, which is about two-thirds of the 19 per cent average increase requested by landlords. In some cases, there have been no increases granted by the rent review officer.

The system is working, but we recognize the fact that it may be overburdened. We received nearly 130,000 inquiries and documentation has been received for hearings which involve 240,000 tenancies. I want to make it quite clear that this does not mean there are going to be 240,000 hearings. That seems to be the media's interpretation of these figures.

We have resolved a number of procedural problems which were road-blocking the programme, and they're hard at work now in the various rent review offices to reduce the backlog to manageable proportions. Of course, the amendments which were introduced two weeks ago and received approval in principle will help to reduce some of the pressure on the programme.

I want to say now that I have every confidence that the staff, under Bill Robbins, the executive director, and those who have been assembled by Drake Personnel, working as a team will be able to handle this and that we will be very successful in having our hearings as current as possible, bearing in mind the workload that some of the rent review officers have.

I would just like to briefly mention one of the items which wasn't discussed at much length last year. That is insurance. We did discuss it, because it always does come up, but we didn't discuss it at great length. I just wanted to let the committee know that in July, 1976, we will be issuing a new guideline to life, accident and sickness insurers providing coverage for creditors. It's been a hodge-podge of policy in the past, and the guidelines that have been developed by our superintendent of insurance and his staff, I think, typify the quiet kind of work which is very effective, but it is quiet, and that work is being done to upgrade industry practices

by guidelines in some instances and, certainly, by regulation.

The purpose of creditors' group insurance is to discharge the debt obligations of borrowers to their creditors when the death or disability of the creditor occurs. As you know, this has been available—

Mr. Singer: Of the debtor.

Hon. Mr. Handleman: When the death or the disability of the debtor occurs. I'm sorry. This has been available on an ad hoc basis through a variety of credit grantors, but we are now trying to regularize it. In the 1974 report of the superintendent six specific criticisms were made concerning the manner in which this business has been written in the past. These problems were identified in a survey of contracts which was undertaken by the department. The guidelines which have been subsequently issued were to prevent these undesirable practices, and also led to a reduction in premiums by some of the companies involved.

That's just touching very briefly on the activities of the ministry. I can never keep an up-to-date count of the numbers of pieces of legislation which are administered by us. Every time I go through the list I seem to find one that I hadn't heard of before. We will have an opportunity to deal with the many problems that arise in our ministry. I hope you will recognize that some of the activities are very, very technical and complex and that we will use the very talented resources that we have available in the staff members who will be attending over the next number of days. Thank you, Mr. Chairman.

Mr. Chairman: Thank you, Mr. Minister. The next speaker will be Mr. Douglas Moffatt, the critic for the New Democratic Party.

Mr. Moffatt: Mr. Chairman, I think perhaps we should go to the House, because we're going to just get started. It's 12 minutes now since the bell started to ring, and we were informed it was going to be a 15-minute bell, so that will give me three minutes to say this.

Mr. Singer: The bell is ringing now.

Mr. Chairman: Yes, that's not in your head.

Mr. Moffatt: We will resume immediately after the vote, Mr. Chairman?

Mr. Chairman: Yes.

The committee recessed at 11:42 a.m. for a vote in the House and reconvened at 12:15 p.m.

Mr. Chairman: The committee will come to order. It is my understanding that this committee will not meet on Monday but it will meet on Tuesday afternoon only. It will meet from 2 to 6 on Wednesday and, Thursday, at the moment, is a little up in the air. We're not quite clear as to what will happen. We'll give that a whirl on Tuesday.

Mr. Moffatt was about to make his opening statement.

Mr. Moffatt: Thank you, Mr. Chairman. The minister noted that the last time he was in this committee with his estimates, it was his first experience and he found it a little unnerving. This is my first experience at any of this sort of thing so I will attempt to overcome the unnerving feeling that is bound to take place.

Mr. Chairman: It's a wonderful opportunity to get well acquainted with the minister.

Mr. Moffatt: Yes, We've been acquainted previously, Mr. Chairman. We have not yet come to blows. We get along rather well.

Hon. Mr. Handleman: He's seen all my previous scars.

Mr. Moffatt: We've had long discourses about other things, haven't we?

The minister did note in his opening remarks that this ministry is a veritable conglomerate of agencies and interests and responsibilities. Perhaps that's what the problem is. In the Province of Ontario, other than the elected people involved directly with the ministry, nobody in the public really understands all of those diverse responsibilities which seem to fall within the purview of this particular ministry.

Looking at past estimates debates and so on for this ministry, the comment has been made before and, I think, it is as valid today as it has been in the past that this particular ministry represents the commercial relations and really does not represent consumer relations in the accepted sense of that word today. The ministry functions on the basis of legal jurisdictions and legal interpretations and commercial transactions in the typical manner of commercial agencies. The reliance upon paperwork and completed forms to be filled in and so on is the kind of operation which the ministry has adopted and which I think works against the consumer in a number of areas.

There has been a great deal of comment about the anticipated home warranties protection and I noted that that was not mentioned in the minister's opening remarks. I

hope later on in the estimates we'll come to the point where we'll have some definitive statement of the kind of legislation which the minister anticipates.

I think we'll deal later on with the minister's comments about rent review. I want to say now, though, that the whole idea of rent review, while it may be anathema to the minister, is really the first time when the consumer in this province has had the benefit of legislation which actively promoted the interest of the consumer, in this case the tenant. The onus was placed upon the landlord to justify the changes in rents and I think that is a novel departure.

Perhaps that indicates once more that the function of the ministry, rather than being consumer protection or consumer information, is the protection of the kind of business agencies which have for some years preyed upon consumers and preyed upon the public and require significant action by various ministries. I suppose that really what should happen in the long run is that this particular ministry should confine itself to only commercial or only consumer activities. In that way, we might eventually have this ministry act as a protective agency on behalf of the public.

There are a number of problems which are going to face the ministry in the upcoming year, and I want to deal at length with some of those things when we get into the vote-by-vote proceedings. I want to mention, though, the whole business of homeowner protection. The minister and I have had a number of correspondences about particular problems faced by homeowners and purchasers of new homes who are not having their day in court, so to speak, and are not being protected.

There are other areas of home warranty or homeowner protection which should come to the minister's attention and require some action. I refer to the whole question surrounding the use of aluminum wiring, receptacles, and attachments to be engaged therewith. Ontario Hydro has adopted the standard of approving aluminum wiring. As a matter of fact, in the last Hydro bills which were mailed to people in the province there was a notice which said that aluminum wiring is safe.

Ontario Hydro has adopted that particular standard based on evidence or submissions made by the Canadian Standards Association; yet there are numbers of people, qualified scientists and people in the electrical field who have submitted a good deal of pretty damning evidence about the fact that, while aluminum wiring by itself is not in-

herently unsafe, the present methods of making connections between aluminum wiring and receptacles in homes is grossly unsafe. I hope next week to have some documentary evidence and samples which I would like to leave with the minister of that kind of activity.

I realize that it would probably be wise at this time for the ministry to be able to say that that really doesn't come within its jurisdiction, that the Ministry of Energy is looking after it or that it's a federal agency or whatever. But those other agencies don't seem to be functioning at the level where they should. They are not functioning to protect the consumer and, if only through the fire marshal's office or somewhere, we have to come to grips with this whole problem. It is time that the government acted on behalf of consumers in that particular area.

I want to, as I said, deal with that some time later. The ministry, if it is to be truly a consumer protection ministry or to act in the interest of consumers, should, it seems to me, demand from the Minister of Agriculture and Food (Mr. W. Newman) that he drop that title or, in fact, act as a Minister of Food.

In the last estimates of this committee there were great debates about rising food prices. The previous minister, the hon. John Clement, as a matter of fact issued a very lengthy statement, in 1973, about the whole problem of consumer protection in the food industry. And, with respect, I really don't think that having food, and the whole business of food, locked in with agriculture makes any more sense than having consumer and commercial relations in the same ministry.

It would seem to me to be far more sensible to handle that end—food and consumer protection—in one particular ministry, and these other commercial relations could more properly be accepted into other ministries. I think in that way we might have the kind of active consumer protection rather than passive consumer protection which I think we have.

I suspect that there are areas where, in the Province of Ontario, we have very dedicated people who are attempting to put into operation legislation which this ministry has put forward and which has been passed. At every turn, it seems to me, they're frustrated by a lack of support or a lack of understanding or a lack of publicity for some of the activities of the ministry.

The Business Practices Act—and I have no legal training at all—was completely new to me. I had never even heard of it before being elected. I have made it my business to talk to various people who are involved in legal capacities, and I'm informed that it is used

very, very seldom. That it is, as a matter of fact, not really understood, in its intent, by a great many lawyers in this province.

I realize there have been booklets prepared. I asked for copies of all of the existent pamphlets used by the ministry and I read the booklet on the Business Practices Act. I think that it is not really being viewed as more legislation which could protect the consumer from unscrupulous practices. I think that that's the emphasis that should be placed upon that particular Act.

The minister mentioned rent review and I mentioned it once before. I just want to say that I've had only one real contact with your ministry through rent review. I acted on behalf of a group of tenants in Oshawa the other evening, at a rent review hearing. I must say that the person, Mr. Tatay, whom you have named as the rent review officer for that area, to my way of thinking is very well informed and very fair and a very dedicated person. Perhaps I shouldn't say all of that because he'll no doubt be moved, but I really think that the people in Oshawa are the beneficiaries of a very excellent person and I hope you will pass along to him my comments. I complimented him on his handling of the hearing the other day. He managed to get through the hearing without the kind of animosity and vituperation which, I gather, has occurred in other areas in rent review hearings. And, believe me, that took some skill in a room with about 150 tenants and one landlord and his agents. It really was a marvellous job done by that particular representative.

I gather, though, that in the rest of the province that experience is not being shared. In some cases there are people who have adopted the idea that rent review is an evil visited upon us by some kind of minority government that should not really be successful and, therefore, we should try to get rid of it as quickly as possible by making it inoperative. You mentioned that there was panic in the initial stages of the rent review legislation or in the initial operations, and I may say that I think the panic was aided, abetted, fuelled and everything else by the Minister of Housing (Mr. Rhodes), who made it his practice to tell people that it was going to be unworkable.

[12:30]

I think the 240,000 hearings and the grossly exaggerated numbers of expected civil servants to make this operative were all figments of the minister's imagination, and I would ask you to point out to him that

it is probably working far better than the Minister of Housing anticipated. When we get to the rent review section, I want to ask some questions about the hirings by Drake Personnel. I think that the minister anticipates that.

The business of liquor licence amendments or regulations being enacted to codify all of the existing policies in the long run may well be a good thing, but in the short run I think it has been done in a very inappropriate way. Since the amendments to the Act were passed last June and brought into effect on Jan. 1 of this year, it would have been far more sensible to notify every municipality in the province of the impending legislation, with particular reference to the situation in which each municipality would find itself. I realize that those amendments were publicized by posting and so on, but I don't think any effort was made, in fact, to draw to the attention of each municipality the situation they would find themselves in.

In my own municipality, which is part of a region, the amalgamation of three previous townships and a town led to the greatest confusion about special-occasion permits on enactment of the new legislation. The minister and his staff co-operated very nicely after there was a public furore, but I think the furore could have been avoided.

I might say that, in that particular instance, not even the ministry seemed to have accurate records of the previous votes that had taken place in what was called the village of Newcastle. There was a great deal of speculation as to whether the original War Measures Act, an Act with which I was not familiar, was really the last time there was any change in the status of the village of Newcastle. I might point out to the minister that there are still a great many people living in that village who remember that original Act, and they're convinced you've visited some evil upon them. As I say, you could have avoided a lot of those problems if you'd contacted the municipalities. I hope that in the long run, the changes will be for the better.

A number of specific items come to mind that I've had letters from people about, and I think we will have to deal at length, and very carefully, with the whole business of automobile insurance. There are problems existent now in the province where taxicab fleet owners and owners of commercial vehicles—gravel trucks and so on—cannot find competitive prices on insurance because apparently there is a move to gather all of that into one particular company. People in

various parts of the province have had difficulty obtaining insurance to cover mopeds.

We find, too, the rather silly instance of insurance agents writing letters to their clients and saying, "We will not accept the insurance on your automobile next year unless you will insure your home and its contents with us." I understand, from talking to the supervisor, that that particular practice is illegal or is frowned upon. But it is still going on. I have some letters which I will give to the minister later. I've talked to the superintendent of insurance about these particular cases, and I think he has tried to do something, but something else needs to be done at this level.

I also want to say that the ministry must really look at the activities of all other ministries. My reason for saying that is because an awful lot of people in the province expected, when the Ombudsman's office was created, that if they had a problem with a local agency, a business or whatever, the Ombudsman would solve the problem. Of course, those people who drafted the legislation know full well that that is not the Ombudsman's purpose at all.

What now happens is that these people are finding that they have nobody to whom they can turn. They want to get somebody to intercede on their behalf. They really can't afford to go to court. They don't want to go to court in a number of cases, because the small claims court will only handle items under \$400, and they are viewed by the public as being the agencies of the finance companies anyway. That whole area is psychologically not available to them. They have been excluded by actions and omissions from taking that kind of course to gain redress.

It seems to me that one of the activities of this ministry could well be the active policing of legislation and activities of all of the other ministries for the protection of the consumer. I alluded to the Energy Ministry, the Ministry of Agriculture and Food, and I am sure there are other ministries where the consumer could really be protected by simply co-ordinating and checking some of the activities.

Shortly after I was elected, I had a person in my riding call who had been hired by an unscrupulous firm to handle sales over a telephone. She was instructed, when she dialed a number, to introduce herself on Mondays as Miss Grey, on Tuesdays as Miss Black, on Wednesdays as Miss White—and so on. None of this really made too much sense, except that what happened is that the

company then dismissed her after about two weeks and deducted three days' pay as a training period. Now, the labour standards branch took that case and the person gained the money that they should have been paid. I drew that to the minister's attention, but there had been no co-ordination.

It would seem to me that when a company appears to have dealt in an unscrupulous fashion with its employees, that might be a very good time for your ministry to put a flag on it and say, "We had also better check the commercial aspects of that particular company." I think that is the kind of thing that could very well happen and could be of benefit to the consumer in this province.

The practices of certain companies are, to my way of thinking, not being looked at carefully enough by your ministry. The gas companies still insist on a billing system that requires a person who has moved into an area to put deposits on their gas supply. In fact, this is even for people with very good credit ratings. The gas company simply refuses to check credit ratings or accept that kind of legitimate evidence to prevent persons having to pay substantial deposits. That kind of operation should, I think, be looked at.

I also want to mention there is still some confusion about one word in your ministry, and maybe we should have a final definition of the word "disclosure." Apparently people are still being denied access to credit files on the advice of your ministry, because disclosure means that a person may not handle or touch or have come into their possession a copy or a photostat of a credit rating. Consumer reporting is still being done in that fashion.

I received a copy of a letter on April 22, that had been written to the minister by a Mr. McCormack in Ottawa. He detailed the very long, involved procedure he had to go through simply to see—and then could not have a copy or make notes—of consumer credit ratings which were held against him. I had assumed that sort of activity was a thing of the past.

I don't want to sound totally negative. I realize I have sounded totally negative up to now, except for the rent review. I really think the ministry has some people who are attempting to do what they have been urged to do, by people in the Legislature and from outside, over a number of years. Efforts have included investigating the activities of Vic Tanny's, and you are to be commended for this; those kinds of actions undermine all of

the transactions that people have in our society.

If you will give us some kind of commitment in the committee, as you have in the House, on the home warranties programme, I think I will be able to rest a lot more easily.

As I had said earlier, we want to go into a lot of these items in detail on vote by vote. That concludes my opening statement, Mr. Chairman.

Mr. Chairman: Thank you. Mr. Minister, do you want to reply to each of the critics in turn; or do you want to get the full statements before you?

Hon. Mr. Handleman: I think I could listen to Mr. Reed before I respond. Maybe the one response will satisfy them both.

Mr. Chairman: Then we'll proceed that way.

Mr. Reed: Thank you very much, Mr. Chairman and Mr. Minister. I must say that since I, too, am doing a first turn in this meeting, I would say that the committee might have sort of a virgin nature about it. We're all doing a first time thing, so I'll be as brief and to the point as I possibly can.

One of the things that concerns me in my infant months in the House—and this concerns all ministries—is the liaison between ministries which was alluded to by the previous speaker, and the kind of running contact there is or is not among ministries. We'll be dealing with that, hopefully, in more detail as we go along, but just to give you an example it's come to my attention, for instance, if you choose to interpret it in this particular way, that the government may at this time be discouraging breast feeding because there's sales tax on nursing pads, but formulas and bottles are, I understand, tax-free.

One wonders, in the interests of consumer protection, if liaison isn't the answer here among ministries. I understand, too, that there's a sales tax on diaper liners but there's no sales tax on disposable diapers, and it would seem to me that that would involve ministries other than your own and would also involve the government's thrust towards the conservation ethic.

I have a few questions that I'd like to ask right now. I think it's fair to ask if the ministry has received any funds, by way of Management Board orders, that are not revealed in the statement of the estimates. Contrary to the general trend of spending

this year, as seen in other ministries, the programmes of this ministry have increased, with the exception of the ministry administration programme, due to the increase in Justice policy spending. Many of your programmes, however, reveal reductions in salaries and wages. We would like to know whether this is entirely due to the reduction of the civil service complement and if so, is there any of that being made up by the hiring of contract employees?

One other question on employees of the ministry. It's fairly noticeable that where salaries and wages stay the same or decline, there's still a sizable increase in employee benefits in all but four of the cases involving declining salaries and wages, and I wonder if we could possibly secure an explanation for that anomaly.

We would have liked to have seen much more of the increase in spending of almost 40 per cent directed toward aiding consumers in the outlying regions of Ontario. The Ministry of Consumer and Commercial Relations appears to be—at least—the least decentralized of all the ministries in the Justice policy field. The other ministries bring services to the people, fly in police patrols and mobile community resource centres and so on. We would advocate more emphasis on reaching the people, since as of last year there were only 23 information officers located throughout the area of northwestern Ontario. It is our hope that the programme you have instituted to educate consumers in 10 communities of northwestern Ontario can contribute to such decentralization.

[12:45]

One of the major complaints of consumers the past year has been the increase in automobile insurance rates. I am sure you have heard from constituents in your own riding, as I have. We wonder what can be done about the tremendous increases which the companies have justified by simply stating they are due to increased costs.

Recently the Premier (Mr. Davis) has stated that insurance companies' costs will be less because of the seatbelt legislation and lower speed limits. Ontario Provincial Police reported a decline in the number of road deaths, I think, by about 35 per cent although admittedly accidents, actual collisions, had increased in a minor way. We wonder what effect this lowered cost is going to have. The Premier feels it should have a positive impact on the industry and, we hope, be a credit to consumers.

The other area of rather major concern is the travel industry. Under the Travel Industry

Act there was a fund set up—I may be incorrect on detail but you will understand what I am talking about I think—in order to reimburse travellers who were caught flat-footed in other countries by the bankruptcies of travel agents. There is a section in the Travel Industry Act, section 13, which alludes to that particular area:

Any person is entitled to the repayment of any money paid for, or on account of a travel service, and any travel agent and any travel wholesaler who receives such money or any part thereof is jointly and severally, with any other person, liable therefor for the repayment of such money to the extent of the amount received by him.

It was the interpretation of the travel industry that this fund which was created would be used for the reimbursement of travellers. It is our understanding that since that time, because of what appears to be the ambiguous wording of the Act, companies and so on and people other than travellers are attempting to take advantage of this fund.

We have been informed by representatives of the travel industry that they did not expect this was the intent of that clause. We would be very interested in having a clear interpretation or some amendment made to that Act in order to clarify the intent.

I think those are all the remarks I have at this time, Mr. Chairman.

Hon. Mr. Handleman: I have asked the chairman if the committee would mind rising at five to 1 because I didn't expect to be here and I do have a very tight schedule. I may get a ticket on the way out to the airport even meeting that so I will try to be brief.

I would like to respond to Mr. Moffatt because in his opening statements he expressed some of the concerns which I think anybody who has been in this office has had, concerning the apparent contradiction between consumer and commercial relations. I want you to know that I have satisfied myself and I have impressed on everybody in this ministry that there is not and never should be a contradiction.

If you go through the chart which is available to you, all of our regulatory activities are designed with the ultimate aim of protecting the consumer. I don't want to go into each and every one so let's take as simple a thing as elevator inspection. It is not designed to protect the elevator industry

or the building industry. It is designed to protect the people who use elevators.

If you look at the Credit Unions Act, it was not designed for anybody except the depositor. We have to regulate the intermediary who happens to be the credit union or the elevator or, in the case of the Ontario Racing Commission, the racetracks. It is for the person who goes to the racetrack that we operate. The Securities Commission is not designed to be in cahoots with the Toronto Stock Exchange—in fact, we've had a lot of criticism that it's not enough—but to protect the individual investor. The ultimate thrust of every one of these regulatory activities that we have is designed for the protection of the consumer.

I just touched very briefly on aluminum wiring because I hope when we get to the building code vote, you will be able to bring some evidence that there are qualified, and I stress the word "qualified," people who have been able to bring any evidence to bear on this. All of the qualified technical people with whom we have any relationship whatsoever—and that includes Ontario Hydro, the Canadian Standards Association, the National Standards Council and the technical standards branch of our own ministry—have all agreed, notwithstanding that there are some problems, that the claims being made, particularly by one person who has taken this on as a lifetime cause apparently ever since he left Europe and is the only person who has really tried to keep this thing going, are completely unfounded.

That man has no qualifications and no technical background whatsoever. He has been appointed to a number of committees and found to be technically defective and put off the committees. I'm not saying he doesn't have a company. He does have a company. But we have a letter from the president of the National Standards Council, which I think is probably the most eminent standards organization of this country, which said:

We have qualified people on our committees. We have even consulted with you and we're satisfied that everything that can be done is being done and that there is no imminent danger to the consumer.

I think it is strange you would say you found that rent review is operating well in your area, but from the press reports—

Mr. Moffatt: From the press reports.

Hon. Mr. Handleman: This is what I am very concerned about because it seems to me, from everybody I've heard who has been to

rent review hearings, that the instances of animosity—and there are some, no question about it—are relatively rare. But, of course, they are the only ones that are exciting. There is no point in saying that everything went well and everybody got along fine and was in agreement and everybody walked out happy. That doesn't make news. When we do have people shouting at each other, as we have had, this obviously is the kind of thing that people will read about. I've gained the same impression and thought, my God, things can't be that bad, and when I ask about it, I find out they're not; but this is the one you hear about.

I want also to stress on the liquor code that we did exactly as Mr. Moffatt suggested. We sent out copies of the code. We couldn't send out regulations, obviously, until they had been actually passed. We sent out the same thing under the title "Proposed Liquor Code." We sent it to every municipal agency. We went through the Provincial-Municipal Liaison Committee. All of the police chiefs in the province, both regional and municipal, were given copies of them several months before they became effective. Their input was received and a lot of amendments were made.

There is no question that after it went into effect, we found some problems in it. I want to make it quite clear that there was absolutely no change between the new local option provisions and the old ones. This was primarily because most of the people who are involved with local option said, "Leave it alone." We felt there were some defects in the old provisions but we didn't touch local option provisions and there were no new ones there.

I'm interested in your proposal that we start policing all the other ministries in the role of public defender because I really think in the ordinary processes of the government cabinet committee, cabinet itself is a place where this liaison does take place. I'm a member of the Justice policy field. I meet with the other ministers in that field. All ministers bring their legislation before cabinet to review. I also happen to be a member of the legislation committee of cabinet which deals with it after cabinet has approved it in principle. We do the clause-by-clause kind of study that the House normally does in committee.

I do feel that because of my ministry, I have a pretty good grasp of what is going on in others. I can't say we got into the question of what appeared to be discriminatory practices in the sales tax. That's either the Treasurer's (Mr. McKeough) decision in the budget

or the Minister of Revenue's (Mr. Meen) decision in negotiating exemptions.

I want it to be made quite clear that we not only operate throughout Ontario, we operate very widely throughout Ontario. Almost every one of our branches has some kind of local presence. Without going through them all, we have something like 65 registry offices around the Province of Ontario. This is a branch of this ministry. We have consumer protection officers. Many of our officers do wear many hats wherever they happen to be, but they are there as officers of our ministry and they may be, on the one hand, motor vehicle dealer inspectors and then become consumer protection officers. They are capable, and we are trying to decentralize. Before Mr. Reed came in we mentioned some of the things that we're trying to do to decentralize more, and we recognize that this is necessary.

I'd rather deal with the question of insurance rates, if you don't mind, in the vote, because it is a highly complex matter and I think Mr. Thompson, the Superintendent of Insurance, should be available to answer specific questions with regard to insurance. On the travel industry, section 13, the chairman has certain views which he's expressed on that. This was debated in the Legislature at the time the Act was passed. If there is ambiguity, and I don't want to say there is, but if there is we don't want to hesitate to consider possible clarification.

I just want to point out one thing, that the people who are being claimed to be milking the funds were, in fact, the only people in the travel industry who reimbursed their customers, the travelling public, immediately, without hesitation, out of their own pockets. We're saying that should not be discouraged, that speedy redress for the traveller is the most important part of this Act. Many other travel agents said no to their customers. Those customers have now been paid. They didn't get their holiday, they didn't get on a plane on another trip, but they've got their money six months after the default of the company.

Those that are being held up are those agents who I think acted in the best tradition of the business system, and that is, paid their customers off without hesitation, and now they're coming to us and saying, "That money would have gone to our customers. We did it, we got them on the plane, we satisfied them." I think they've given great satisfaction to the consuming public and they shouldn't be penalized because of what appears to be—and I don't accept that there is—an ambiguity in the Act. We can go into that in greater

detail again when we get to the travel industry vote.

Mr. Chairman, I think I've used the time that I had at my disposal and I'm looking forward to our getting into the details vote by vote next week.

Mr. Moffatt: Mr. Chairman, I raised the question of the aluminum wiring and, with respect, I think it's one of those areas where every ministry is going to say, "Well, it's not entirely within my jurisdiction."

Hon. Mr. Handleman: Oh, I don't know. I haven't said that. The building code quite specifically does contain this kind of provision.

Mr. Moffatt: Okay. I don't want to argue that point. Maybe I shouldn't have said exactly what I said. Mr. Handleman is well aware of the person with whom I've been in contact. Is it possible, before a committee such as this, to bring such a person to have a presentation made, or is that traditionally not done in estimates committees? I really don't know.

Hon. Mr. Handleman: Mr. Chairman, I would have to object to it or abide by your ruling. I would say that if you did bring the one person who has really cast some doubt on the safety of aluminum wiring, then you would really, in fairness, have to bring 10 leading experts in the field who will say that man is not qualified to make those statements and doesn't know the situation. I'm not suggesting there aren't arguments on both sides, but I think if you did that you would have to hear on the basis of the weight. So I'd leave the decision of that to the committee and the chairman.

Mr. Moffatt: Mr. Chairman, the reason I raised that is not to start a full-scale war between Mr. Bob Jerabek and the rest of the electrical industry, but what I think needs to happen is that once and for all, at some kind of legitimized assembly, those claims have to be brought forward and either refuted or accepted. Jerabek makes some very damning indictments of the way qualifications are interpreted to legitimize the claim of any given person. A person who has assumed qualifications in aircraft design probably was not Orville or Wilbur Wright, and yet they did very well.

That sort of thinking seems to be existent with all of this business of qualifications when we deal with a topic which is critical at least. The people who made the original criticisms of the use of pesticides in our society were faced with the same arguments. The people

who were critical of decisions made by the petroleum industries in the north were faced with the same arguments—"You're not qualified. You're not a geologist" or whatever. It seems to me that if a person has absolute concrete material which he can display for persons such as ourselves to review there is some legitimacy to have that person appear before such a committee.

Mr. Chairman: The minister has indicated the wish, which I'm sure you will all indulge, of getting away just a little earlier. The Chair is not disposed, at this moment, to rule on that particular application. I will discuss it with the hon. member and I would think we should adjourn today until Tuesday after question period.

The committee adjourned at 1.00 p.m.

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Ontario. Legislative Assembly



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SUPPLY COMMITTEE — 1

ESTIMATES, MINISTRY OF HOUSING

OFFICIAL REPORT — DAILY EDITION

Third Session of the 30th Parliament

Monday, May 10, 1976

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

MONDAY, MAY 10, 1976

The committee met at 3:15 p.m. in committee room No. 1.

ESTIMATES, MINISTRY OF HOUSING (continued)

Hon. Mr. Rhodes: Mr. Chairman, I wonder if I might beg the indulgence of the committee for their consideration? One of my senior staff involved with the next vote—actually vote 2002, the community planning programme—has to be away all next week because of special treatment he is taking for his well-being, and I wonder if it would be possible to start on that programme while we would have the benefit of his presence today and on Wednesday?

Mr. Cassidy: Is the special treatment on University Ave. or in Barbados?

Hon. Mr. Rhodes: No, nor Cuba.

Mr. Cassidy: Nor Cuba. You know, ever since Bert Lawrence, no Conservatives have gone to Cuba.

Mr. Makarchuk: No, I ran into some. That's not correct.

Hon. Mr. Rhodes: No, it is not to go to the southern climes, I assure you. We can continue as is, but the thing is we may have a delay then to deal with the community planning programme for at least a week.

On vote 2002:

Mr. Cassidy: I wonder whether we can't finish this vote in the course of an hour or so? I suspect we may pick up a bit from the pace at which we were going last time. If I could begin, Mr. Chairman, I have one or two comments on this.

Basically, I guess I question some of the items that are in this vote. I think that if you were exercising restraint there were some items here that actually could have been excised. Frankly, I don't know enough about it, because of the inadequacy of the information, to know whether other kinds of infor-

mation shouldn't have been provided to replace those on which savings were made, but all the same I will raise some questions about one or two things.

I was interested to note that one of the functions of this activity was to continue monitoring and evaluating ministry communications to identify needs of client groups and the public generally "so as to ensure optimal ministry public two-way information flow." Could the minister explain what that means and elaborate a bit?

Hon. Mr. Rhodes: I will let the gentleman in communications explain it. Mr. Snell.

Mr. Snell: Thank you, Mr. Minister.

Mr. Cassidy: I would hesitate to call it jargon.

Mr. Snell: Yes, it is a bit of jargon. This branch, Mr. Cassidy, was formed on April 1 and I took over as director last June 23. It was set up as a result of a task group information that was set up within the ministry and the task group itself addressed itself to certain shortcomings in the information programme. One of them was the two-way communications flow. We see that as coming out of our workshops, the municipal workshops that we hold across the province. We see it in the new town functions that we take part in, such as the public participation in Townsend, in the meetings down there, and in North Pickering.

Internally within the ministry, because it's a new ministry, we have set in motion information packages that go out to the various branches and we have had meetings and we have conducted surveys and what have you, to find out information shortcomings in the branches and districts which we have identified and hopefully corrected.

Mr. Cassidy: What kind of shortcomings have you uncovered and what are you doing about them?

Mr. Snell: In the branch? With the rapid formation of programme in the ministry in the first year of operation, there were a lot

of people in the field who were not keeping pace and the ministry was at fault in not keeping them fully informed of new programmes and adjustments and what have you. We've set up an internal mailing system, or newsletter, to staff. We have recently completed a survey of staff to see whether they're making use of it and whether or not it's the type of information they require. We're adjusting the mailings and the meetings that we will be setting up in this fiscal year.

There will be a number of meetings in the field with field staff. Last year we held two meetings in Toronto where we brought the field staff in. This year we'll be going out to them.

Mr. Cassidy: What's the circulation of Housing Ontario magazine and how many issues a year do you publish; or plan to publish with the forthcoming budget?

Mr. Snell: The circulation, Mr. Cassidy, is 13,000 and we publish nine issues a year.

Mr. Cassidy: At about 35 cents apiece, does that include mailing costs and that kind of thing?

Mr. Snell: Yes, sir.

Mr. Cassidy: What kind of films and audio-visual aids are you producing for \$57,000-odd? To whom are they directed and how are they being used?

Mr. Snell: This budget is quite a tight budget. Compared to last year it's 22 per cent less in dollars and we're operating on 25 per cent less in staff at the present time.

As I mentioned, the branch has just recently reorganized and set up and I've just organized to the point where we have co-ordinators responsible for different functions. These co-ordinators will relate one to planning, one to housing and one to new towns. From that, the audio-visual requirements of the different branches of the ministry will come back to us and we'll develop films.

To be specific, we're completing a film on planning at the moment. We've just undertaken some work for the local policy branch in planning on the urban standards report. We're doing an initial audio-visual on that and we'll probably do something more.

We've received a request, for instance, from housing authorities for support material for their use and we're analysing that. So there a number of things that are actually under way, such as historical footage that we're shooting for future audio-visual work

which is on a contract basis. In this budget we have funds to renew that contract.

There are those items that I mentioned that are either under way or being considered. We have a number of films we've made. This budget pays for the distribution of those films through a film house. They're continually cycled to television and we get very extensive television usage during the year. We also have a number of people who write in to clubs, organizations, schools or what have you, who want to borrow the films. We lend them out through that.

This budget handles photographic services that we can't provide the ministry—such as colour prints and developing and one thing and another—that we have to send out to various photographic laboratories, freelance photographers and any VTR. We do quite a bit of internal VTR recording for certain branches, such as personnel, which is used for personnel training. We also package up training films that can be shipped throughout the province. When rent review was our responsibility we did their training films. They would be shot out to the different parts of the province rather than bringing the people in for the training. Any overhead projections such as 35 mm and 16 mm productions, come out of this budget, as does the operation of our own darkroom for black and white.

Mr. Cassidy: I might say that last year at the Central Canadian Exhibition you had a trailer which was up there in order to show people what a great job Ontario was doing in the housing field. The material that was put in at that point was so misleading and, dare I say it, so politically oriented with an election only three weeks away at that time that it really shouldn't have been there at all. It was an embarrassment to the students who were hired in order to be there on behalf of the ministry. They had nothing particularly to do except watch people come in, look at this stuff and go out. I hope that that isn't repeated in future.

Mr. Snell: Sorry, I don't want to quarrel with the member but I don't agree with that analysis of that trailer. That store-front operation is quite a valuable one to get the information about general programme out to smaller communities. In that case, as in Ottawa, it is usually used in smaller communities we can't reach in other ways.

Mr. Cassidy: I'm not commenting on the idea of the trailer. I'm saying that a lot of the material that was in the trailer gave the impression that an enormous amount was

being done in the housing field on programmes such as the Housing Action programme and other areas like that, where in fact at that point in time very little had been accomplished. Therefore, it was misleading. It crossed the boundary from information to propaganda and, given the fact that that was during an election campaign, I'm not sure if that was entirely justified.

Did I ask you how much was spent on advertising last year and where the \$63,000 on advertising will be spent in this current year?

Mr. Snell: We haven't our final printouts on advertising. I don't think the full \$60,000 we budgeted for last year was spent. My guess is that it would be \$45,000 to \$50,000 of that.

Mr. Cassidy: You didn't have the programme for the homeowner grant then. That was under Revenue.

Mr. Snell: That's right. What we spend our advertising budget on is primarily institutional advertising, such as the OHRP advertising we did in northern Ontario where the ministry deals directly with the recipient rather than through the municipality. It's a small amount of money and these are rather local campaigns explaining new branches like CPAB or something like that.

Mr. Cassidy: Do you spend money out of your main budget on the programme of informing the public on new towns in addition to this contract work that you have?

Mr. Snell: Yes.

Mr. Cassidy: How much approximately?

Mr. Snell: I'm sorry, I couldn't break it down. If there is audio-visual work to be done for new towns, it is done out of the central budget.

Mr. Cassidy: You have about \$500,000 in services and about \$500,000 in salaries and wages. How many of your own people are devoted to the programme of information and that kind of thing?

Mr. Snell: For new towns alone, six.

Mr. Cassidy: That would be salaries and fringes of getting on for more than \$100,000. Is that right?

Mr. Snell: Whatever their salaries and fringes came to, yes.

Mr. Cassidy: Perhaps you can tell us what is the programme for which you're spending

\$91,000 outside the ministry on informing the public on new towns?

Mr. Snell: Yes that's a special programme. As the North Pickering Development Corp. is a new corporation, it will likely require its own identity programme, for example. Some of the public participation end of things in North Pickering and Townsend would come out of this material.

We see there may be some special displays, print material and audio-visual material specifically designed for Townsend and North Pickering that would probably be developed. For instance, if the North Pickering Development Corp. opens its office on site, which it may well do, we would probably have a display area there as an information centre. That would come out of this budget. Any visual identity programme, as I think I mentioned, that might be done for the North Pickering Corp. would come out of this budget.

Mr. Cassidy: I recognize that the government has a \$200-million investment in the land at Pickering and at Townsend, but it's certainly curious that one-sixth of the total information budget of the ministry is being spent, if you take \$100,000 for staff and \$91,000 for services, on this information programme related to new towns. I just suggest to the minister that maybe the intensity of that effort is related to the fact that you've got something that is politically embarrassing and you're doing your best to try to put the best gloss on it.

Mr. Makarchuk: Or else every time you get a programme set for Townsend, you change your plans about Townsend and you have to get another programme, as you have done in the last week.

Hon. Mr. Rhodes: I'm sorry. You have lost me.

Mr. Makarchuk: The report that has just come out stating that Townsend should not be proceeded with.

Hon. Mr. Rhodes: That report has not just come out. I think we better clarify that in your mind, if that's the Woods Gordon report you're referring to. That's already been dealt with at the local level and the recommendation of Woods Gordon was not accepted by the local people. But it didn't just happen last week.

Mr. Makarchuk: It became public last week.

Hon. Mr. Rhodes: I have no idea. The report went to the local people.

Mr. Makarchuk: The press reports were out only last week.

[3:30]

Hon. Mr. Rhodes: Go ahead, Mr. Wronski.

Mr. Wronski: Mr. Chairman, this report was discussed by the regional council about a month ago, with the consultants and the technical staff of the region present. At that time, the region decided not to go along with the consultants' idea of expanding the town of Simcoe to 75,000 people, but to go ahead with the idea of a new town in Townsend. So it was public for at least a month.

Mr. Hall: By way of interjection, the article that I read—I believe it was in the Hamilton Spectator—said that the council out there was not aware and had not received a copy of the Woods Gordon report when they opted for Simcoe, and had they had that report they might have looked at it differently. The newspaper report of it seems to be somewhat different from your comment, Mr. Wronski.

Mr. Wronski: Mr. Chairman, I was present at the council meeting, and the consultants' position was very clearly explained to council. I don't know how the reporter could judge otherwise.

Mr. Hall: That's the public impression, derived from the newspaper report.

Hon. Mr. Rhodes: As you are well aware, there are many impressions created by newspapers. We don't always necessarily find them to be totally factual.

Mr. Hall: I appreciate that, but this is rather serious; the councillors now feel that they made the wrong decision, from the tone of the newspaper article.

Hon. Mr. Rhodes: It may well be that they may feel that they have made the wrong decision but, in fact, they did make the decision a month ago. And to the best of my knowledge, they certainly had a copy of that report.

Mr. Makarchuk: That doesn't say much for public input, though, does it?

Hon. Mr. Rhodes: I don't know where you would like to draw the line as to where this ministry's involvement should start and where it should end. If it's in the hands of the local councils, they were very adamant—certainly in my dealing with them—to be in-

volved, very intimately involved, and they have been and will continue to be. The report was given to them. They had the report; they dealt with it. They had the consultant there to talk to; so I don't know what other involvement we could have had. They are the duly elected representatives of that area.

Mr. Makarchuk: I'll try to relate it to the media aspect of the whole thing. There is the official council and there are a lot of other people who are concerned and involved in the planning, or would like to be; there are various community groups, particularly in Port Dover, who are concerned about these things and have made some representations and have held some public meetings. They were not aware of some of these decisions, or of the fact that these other options were provided, or that there was another report.

Somehow I feel that, besides going to the formal council, which may or may not have seen the report—again, there is an element of dispute in that—it's incumbent upon you to try to disseminate that information if you're going to spend public funds for it. There is really no reason, in terms of ways that it would affect land costs, to hold this information confidential. In the future, I think you should bring this out in public instead of bringing it down to the public in big headlines in the local newspaper, saying that this is the decision that was made.

Hon. Mr. Rhodes: My information, and I think it's fairly accurate, is that there were a number of public meetings held. Certainly there was a public meeting held in Port Dover, and there were other public meetings held. Mr. Wronski is aware of where these meetings were held, as is the member for York North (Mr. Hodgson), who has been involved in that area for some time.

Mr. Wronski: Mr. Chairman, there has been a series of open houses held throughout the Haldimand-Norfolk area, specifically on the site in Simcoe and Port Dover. We have attended numerous panel discussions and so forth. As a matter of fact, this specific report that was originally presented to the so-called steering committee organized by the Treasury, who are actually paying for the consultants' work, was presented to council by the chairman of that committee and, if I recollect correctly, the vote at that time was 14 to 2 against the report. So the council was very well aware of the report and its implications.

Mr. Williams: Mr. Chairman, regarding this question of the \$91,900 figure. I'm a

little concerned about the comments made by Mr. Snell where he indicated that the bulk of the input of the development of this communications programme for these particular new town projects is for on-site communication purposes, or at least I thought he said that. It seemed to me that it would be more appropriate to have this material prepared with content and presentation formats, such that it would be more useful in the larger metropolitan areas that are immediately adjacent to these new townsites to attract people out to these sites as they develop, rather than immediate on-site usage. Could we have a comment on that?

Hon. Mr. Rhodes: I think the first point is that at this stage the greatest amount of communication that is necessary, the greatest amount of discussion, would be right at the local level and the on-site area dealing with the people who are to be most immediately affected by what changes may or may not take place there. The whole project is still in the very early, early stages and the very early preliminary planning stages, which would deal primarily with the people in the immediate area and with the regional council of Durham. So there wouldn't be very much to be said at this stage, I don't believe.

Mr. Williams: Mr. Minister, I don't disagree with what you're saying, but as I read Mr. Snell's report, that's only one aspect of it. I emphasized at the appropriate time. I realize it's premature to start going into the larger cities that would be closest to these new townsites, but it does state that the \$91,900 for the North Pickering and Townsend projects is specifically designed to have a positive awareness for the benefits of living and working and investing in these new planned communities. Obviously, they have to get to the people who are not yet living in those new communities, which to my mind would mean the people living in the larger metropolitan centres from which we're trying to attract them to these satellite cities.

So, I still come back to my original question: Would it not be more appropriate that this material would be designed to be used off-site more than on-site, while each would have a valid use?

Mr. Snell: Yes, the publics will be divided up into segments. And some of the publics, the elements of the overall public you're speaking about, we'd certainly address ourselves to. We'd be interested in attracting industry to North Pickering and people to Townsend. Each of these new townships

has different communications objectives. We would be aiming information specifically to industry in the case of North Pickering, for instance.

Mr. Williams: Would the bulk of these expenditures be directed towards the type of media that would have appeal to people not living in the immediate area, but rather to attract people from the larger urban areas to move there?

Mr. Snell: I wouldn't say it was the bulk, but certainly some of it will be.

Mr. Williams: Would not that be the greatest potential market, the in-city people, rather than the rural people?

Mr. Snell: It may be a little early for some of that, sir. Our public participation as we develop the plan for development, for instance North Pickering, requires a fair amount of initial communications. But in the long run, yes, you would turn towards the audiences you're speaking about.

Mr. Williams: Have you, at this point in time, determined the format for presentation—how you would best present this type of picture to the urban dwellers to attract them? Have you advertised specific evenings; or how would you communicate with the people, other than general ads in the newspapers?

Mr. Snell: It will be a general communications programme with meetings and audio-visual presentations and displays, and what have you. But the specifics of it have still to be worked out with the development corporation.

Mr. Williams: In any event this expenditure covers both facets of your communications programmes.

Hon. Mr. Rhodes: Yes. I think in all fairness, though, the particular area you're talking about—this stage would be a minor part of it; a very minor part of it.

Mr. Williams: I understand that. That's why I stressed "At the appropriate time." It seemed to me that ultimately, once these projects get under way, it would be the off-site rather than on-site communications programme that would have the greatest importance, to get full value out of this type of expenditure.

Mr. Makarchuk: I'd like to get back to what I was talking about. I have the paper here and I want to read the last portion. This is taken out of the Brantford Expositor

of May 6 and the headline is "Abandon New City Site, says Report." This may be a problem that may not have been—or the reporter hasn't been on his toes or something. It says:

The planning task force recommended that the report be held back from regional council to avoid any decisions being made until the technical committee has completed its work in May. However, on March 25 the chairman sent it to council and it was reconfirmed by local politicians that Townsend was preferred.

At a meeting Wednesday of the region's planning committee Simcoe Mayor Alfred Judd criticised council for having made its decision without benefit of the Woods Gordon report weighing the two sides.

This indicates that obviously they didn't have the benefit of the report. It says:

Copies of the report were distributed to planning committee members Wednesday for the first time and are slated to go to the remainder of council for information next week.

Mayor Judd said reports shouldn't be the "dessert treatment" to council decisions and on this issue the "cart was before the horse."

What it says is that some people did receive the report but it seems to me, from the tone of the article, that it had very limited circulation. There really was no discussion on it whatsoever.

Mr. Wronski: Mr. Chairman, as I said before, I cannot really—I don't know what the reporter had in mind when he wrote the article. I can give you the sequence of events as they happened.

A consultant was engaged by the municipality and financed by the Treasury, Economics and Intergovernmental Affairs. He has proceeded to work under a steering committee composed of the regional officials, TEIGA officials and ourselves; he prepared a draft report and subsequently was directed, because of an issue it raised, to evaluate specifically one very basic premise—should it be Simcoe or should it be Townsend? Should Simcoe be developed to the tune of 75,000 people out of its present population of 13,000 or should it be a completely new green field, a new town? That was discussed by the steering committee in full.

The consultant presented his position which recommended, to start with, expansion of Simcoe and, subsequently, the development of the new town at a later date. The com-

mittee voted on it, elected for Townsend and that report of the committee, as well as the consultant's position, was explained to council who then took a vote on it. That was more than a month ago.

I don't know what happened subsequently at the planning committee of the regional council.

Mr. Cassidy: The position was explained to the council. Did they actually have copies of the final report of the consultant?

Mr. Wronski: They had a copy of the report of the technical staff of their own, commenting on the consultant's report and giving them the facts.

Mr. Makarchuk: According to this, it says, "Copies of the report were distributed to planning committee members Wednesday for the first time and are slated to go to the remainder of council for information next week." That would be this week.

Mr. Wronski: All I can say at this stage is that if the council wishes to reverse its position, of course, that's its privilege.

Hon. Mr. Rhodes: I think the point Mr. Makarchuk is making is that copies of the Woods Gordon report, per se, were only distributed to the committee—

Mr. Makarchuk: Rather limited group.

Hon. Mr. Rhodes:—at that particular meeting and it's slated to go to the whole of council at the next meeting. In fact, they did not have the Woods Gordon report per se, they had—

Mr. Wronski: The report as such, no. That's very true because there was none in existence at that time. It was a discussion with the consultants, the regional technical staff and the steering committee of council.

Mr. Makarchuk: Obviously the point here is that it's really a major decision. Whether you agree or disagree with the decision or whether I agree or disagree with it, it's being made very much in camera without any kind of input, not only as far as the citizens at large are concerned, but also from members of council in the region who do not have all the facts to make a reasonable decision.

Mr. Williams: Mr. Chairman, I think we're getting into a municipal procedural matter here that's not really our concern. We're going on the basis of a newspaper article dealing with the procedures of a local council and I think we're getting far afield here.

[3:45]

Mr. Cassidy: With respect, Mr. Chairman, it's just barely in order on this item. The decision of council was made at a period in time when the public as a whole could clearly not have had access to the Woods Gordon report because the Woods Gordon report was not even published.

Mr. Williams: I don't think it's barely in order, Mr. Chairman, I think you should rule it out of order.

Mr. Cassidy: It's a major decision that council made on the basis of a ministry-financed report or government-financed report, but which had not been made fully accessible to members of council, let alone to the public at large.

Mr. Williams: Mr. Chairman, this is out of order, surely! Let's get on with the business which pertains to our responsibilities.

Mr. Chairman: Item 3 of vote 2001, Mr. Cassidy.

Mr. Cassidy: I just wanted to make one comment on these new towns and that is, \$200,000 is a lot of money out of your information budget, Mr. Minister, and if you chose to spend less you wouldn't find too much resistance over here. We may use that figure of \$200,000 because, in a time of restraint, I'm not sure whether it represents the right ordering of priorities.

Hon. Mr. Rhodes: Before you go further I think we have to determine one very important factor. You have just completed a previous discussion that was ruled out of order to state that we weren't spending enough on public information. Now you tell me we're spending too much. I wish you would clarify what you mean.

Mr. Makarchuk: It's how you're spending it, Mr. Chairman.

Hon. Mr. Rhodes: Oh, now, don't muddy it with that. You're talking about whether you spend it or whether you don't.

Mr. Cassidy: You're spending it right now when you are not giving the information out because a decision was rammed through the regional council, or hurried through regional council, to use less emotive words, before that report was even distributed.

Hon. Mr. Rhodes: The regional council can do as it wishes with the report. They have the report and they are entitled to do with it as they wish but, aside from that, this is money we're budgeting for this year, this coming fiscal year, and either we are spend-

ing too much money in public information or we're not spending enough. I gathered from your remarks that you were suggesting we weren't spending enough in this particular area, because we should be making I don't know how many copies of the Woods Gordon report you wanted to distribute; household delivery or whatever you wanted.

Mr. Makarchuk: That is not the point, Mr. Chairman. It's not only the case of making a door-to-door delivery with your publications. The point is that you spend a certain amount of money for media purposes and, as I understand it, the media is to inform the people concerned in the area at least about what is going on. Here's a case of a very vital decision of which the public was unaware. You are spending the money but you're not getting the message across.

Hon. Mr. Rhodes: We are not attempting to get that particular area of the message across.

Mr. Makarchuk: That's what you call management of news. That's what we are saying. That's a very selective way of using the media.

Hon. Mr. Rhodes: That is pure baloney, and you know it.

Mr. Cassidy: No it isn't. What you're saying is that you're going to tell people that living in new towns is nice for them, and you're going to be projecting information on-site and off-site to persuade them to come and move into the new towns and so forth, but when it comes to some pretty critical material about the planning of Haldimand-Norfolk, which is clearly involved in this, you didn't do it. You blew it. That was during this fiscal year covered by this particular vote.

Hon. Mr. Rhodes: It is totally wrong and you know it. You well understand the position. Let's not be silly about it. We make this information available to the duly elected regional and municipal councils or the people who make up that regional council. Surely to goodness they have the responsibility to inform their citizens?

Mr. Makarchuk: According to the article, Mr. Minister—

Hon. Mr. Rhodes: They didn't do it.

Mr. Makarchuk: No. There were just certain people on the regional council who received the report. They even blew it there.

Hon. Mr. Rhodes: I put no clamps on the regional council to tell them who they can or cannot circulate that to. That's their business. They have the material. They can make as many copies of it as they wish and they can give it to anyone they like.

Mr. Makarchuk: Again I question whether it's their business. You paid for the report.

Hon. Mr. Rhodes: It is their business.

Mr. Makarchuk: It might be your business.

Hon. Mr. Rhodes: It is their business and you know it.

Mr. Williams: Mr. Chairman, are we going to deal with the business before us or are you going to discuss the local council problems?

Mr. Cassidy: Mr. Chairman, I want to ask Mr. Snell how many information officers, people with that kind of competence are working with the ministry?

Mr. Snell: People like myself, ranging from the administrators down to the photographers and writers?

Mr. Cassidy: That's right, yes.

Mr. Snell: About 14.

Mr. Cassidy: About 14? Mr. Minister, are your speechwriters included in Mr. Snell's complement?

Hon. Mr. Rhodes: For those matters which deal directly with the ministry, if I'm going to be speaking to somebody in the industry or dealing with planning or housing, yes, there is one gentleman who does that part-time.

Mr. Cassidy: You have somebody there? Who write lines such as, "Algoma has a wild man now but wait until the next election"?

Hon. Mr. Rhodes: I do.

Mr. Cassidy: You do?

Hon. Mr. Rhodes: Yes.

Mr. Cassidy: God, you need a new writer!

Hon. Mr. Rhodes: Well, I wrote it, so if we need a new writer and you're free I'd be happy to take you on and you could very soon be.

Mr. Cassidy: I had thought of doing some myself.

Mr. Kerrio: After the next election will there be a little man there?

Hon. Mr. Rhodes: Yes, I suggest there may be a little man replacing the wild man.

Mr. Cassidy: You know, Mr. Chairman, the minister went up to Algoma riding and said he was dissatisfied with the representation in Algoma. God knows what you must have thought of the representation that was there beforehand!

Hon. Mr. Rhodes: I think you're wrong, I didn't say that. I said the representation at the present time was by press release.

Mr. Cassidy: I see. What is interesting to people in the area is that the press releases that shower that particular constituency all come from this minister's office.

Hon. Mr. Rhodes: Is that right?

Mr. Cassidy: And they seem to be taking much more interest in Algoma riding even than in your own riding.

Hon. Mr. Rhodes: I've had more interest in Algoma riding for many years, having a very close relationship with it. I notice you, Mr. Cassidy, taking a great deal of interest in areas outside of—what is it affectionately known as, the core part of Ottawa?

Mr. Cassidy: Affectionately?

Hon. Mr. Rhodes: Your riding is not necessarily including Renfrew and other areas. But you kid around a bit too, and I thought I might do that.

Mr. Cassidy: The Tories haven't been looking after eastern Ontario, so somebody had to do it.

Hon. Mr. Rhodes: The NDP aren't taking very good care of Algoma either.

Mr. Cassidy: I think they're doing a good job. Mr. Chairman, I was going to read—

Mr. Makarchuk: I think we should bear in mind, Mr. Chairman, that he pays for his own press releases. He doesn't have any speech writers which he pays out of the public purse, like the minister.

Mr. Kerrio: Thank the good Lord for that!

Mr. Hall: Mr. Minister, I think it's terrible that you're talking partisan politics here and I think we should get back to the vote.

An hon. member: Right!

Mr. Chairman: Are you finished, Mr. Cassidy?

Mr. Cassidy: Yes.

Mr. Williams: Mr. Chairman, a point of clarification on this item. There is some fuzzy thinking going on around here and it's coming from the other side of the room. As I understood Mr. Cassidy, he said he was alarmed at the secrecy that surrounds these new town developments, all the time talking about the communications programme that Mr. Snell is developing in the department. It's my understanding that the communications programme he was questioning is devised for public distribution and not for interministerial use. If so, it seems to me this would be counter to the suggestion that there's a great deal of secrecy going on.

I thought the communications programme was to alert the public to what is being developed in these new town sites and that, therefore, this gives a greater degree of publicity to these programmes. That is contradictory to the suggestion that has been made. Could we have some clarification on that point, please?

Hon. Mr. Rhodes: I guess I agree.

Mr. Williams: Thank you.

Mr. Cassidy: Mr. Chairman, before Mr. Snell is allowed to leave, could he say how many of the 14 information people earn, say, over \$15,000 a year? How many are earning more than \$20,000 a year?

Mr. Snell: Without going to their salaries, I don't know off-hand. I know of three, possibly four—

Mr. Cassidy: Let me try again. How many are earning over \$20,000 a year?

Mr. Snell: That's what I'm saying. I'm just trying to figure it out. They are in categories. The top end of the category is over \$20,000. Whether they're at the top of their category or not—In one case, if that person is, then there would be four people.

Mr. Cassidy: Thank you.

Mr. Hall: Just one question. Would it be permissible for me to have a copy of the recent report Townsend vis-à-vis Simcoe, please?

Hon. Mr. Rhodes: The Woods Gordon report?

Mr. Wronski: As soon as we get it.

Mr. Hall: As soon as you get it?

Mr. Cassidy: As soon as you get it?

Hon. Mr. Rhodes: The report wasn't commissioned by us. It was TEIGA and we'll make a copy available.

Mr. Hall: You know some people in TEIGA, don't you?

Mr. Makarchuk: You fellows are well coordinated in all these.

Hon. Mr. Rhodes: Very well, yes.

Mr. Chairman: Shall item 3 of vote 2002 carry? Carried.

Any discussion on item 1?

Mr. Cassidy: Before we go further into this, on the substantive votes there was, I believe, an underspending of \$57 million in 1975-1976. Could the minister or Mr. Crosbie say where that underspending occurred and how much of it was in the community planning budget?

Hon. Mr. Rhodes: In the first vote, Mr. Cassidy?

Mr. Cassidy: No, I'm asking a more general question.

Hon. Mr. Rhodes: On the total?

Mr. Cassidy: Yes. How much within that \$35 million for community planning was underspending last year and how was it distributed in the other programmes?

Mr. Crosbie: We can't give an exact figure because part of the underspending was part of the constraint programme. We have a total figure for the ministry. In administration and other grants the total underspending was \$9 million. Some part of that will be attributable to constraints in the community planning area. In addition to that, there is an area of spending which includes urban renewal and the NIP and OHRP transfer payments. There was a \$4 million underspending in that area. That's \$19 million spent out of an allocation of \$23 million.

Mr. Cassidy: So there was \$9 million shaving of candle ends here and there in the ministry, is that right.

Mr. Crosbie: Yes.

Mr. Cassidy: We didn't get to this in the other vote. The figure of \$57 million overall is correct, is it not, and, if so, where does the remainder of the \$57 million come from?

Mr. Crosbie: No, the total underspending for the whole fiscal year is \$72 million.

Mr. Cassidy: Right. And where does that come, please?

Mr. Crosbie: In family and senior housing land units, \$11 million; the OMC, 30 million; the OHAP housing action fund, \$11 million; community sponsored housing, \$2 million; public housing maintenance and property management, \$4 million—I've mentioned the urban renewal NIP and ORP transfer payments, \$4 million—the home buyer grant fund, \$1 million; and administration and other grants, \$9 million.

Mr. Cassidy: That's the \$9 million you just referred to. As for the \$1 million on the home buyer grants, that's after your Management Board orders, is that right?

Mr. Crosbie: Yes, that's a total of \$86 million that was allocated to this and \$85 million spent.

Mr. Cassidy: Were there many Management Board orders in the case of the community planning programme?

Mr. Crosbie: There was one in connection with the transfer of the local planning policy branch from TEIGA to the Ministry of Housing. When it came over, there was a corresponding Management Board order transferring the funds that were associated with that operation to the Ministry of Housing.

Mr. Cassidy: That was not new money though; that was simply a transfer.

Mr. Crosbie: No, that was really just their original allocations brought to our ministry.

Mr. Cassidy: I have no other comments on item 1 in vote 2002.

Mr. Chairman: Any other comments on this item 1 of vote 2002, administration?

Mr. Makarchuk: Hold it, Mr. Chairman. Are you going item by item?

Mr. Chairman: Right. Item 1 agreed to.

On item 2, plans administration:

Mr. Cassidy: I want to raise now—and I think this is probably the place to do it—the conflicts which are so clearly evident in the ministry in relation to the Ottawa-Carleton region and the Ottawa-Carleton regional plan. As I understand the way in which the regional plan is proceeding, now that comments have been received from the various provincial ministries and it has gone back to the regional council for comments on the objections filed by people from the Ottawa-Carleton community, it then comes back to the minister. As I understand it, the minister

is obliged to refer the whole matter to the Ontario Municipal Board for the OMB to have a look at and to decide whether or not the objections filed by citizens are valid. Is that correct?

[4:00]

Then the OMB will make a decision. If nothing else happens, that decision stands. However, if one party or the other chooses to appeal, the matter will eventually come before the cabinet.

As far as the strict legal situation is concerned, therefore, the chief matter at issue in the Ottawa-Carleton regional plan—which is the location of the growth community to the south of the main part of the city—is still up in the air. The region has opted for the southern growth community. A number of objections have been filed, including from the city of Ottawa, calling for development to be in the south-eastern growth community. That matter is on its rather slow and dilatory way to the Ontario Municipal Board for a decision.

However, the ministry has signed agreements under the Ontario Housing Action Programme for some 5,500 acres in the southern growth community. It advanced money last year for some planning in relation to that community and more recently, within the past month, it has allocated a further \$55,000 for detailed planning and preparation for development of the southern growth community on either side of the Rideau River.

Perhaps before I go any further into this, the minister can tell me, how is it that with your right hand you are so clearly prejudicing the decision which the OMB is going to have to make about whether it should be the southern or the south-eastern community which becomes the growth area south of the city?

Hon. Mr. Rhodes: I don't accept the criticism that we have prejudiced the OMB decision. I don't see your reasoning for that comment.

Mr. Cassidy: Let me try to play it out again. It is no longer an empty slate because when the matter goes before the OMB some time in the next six months or so they will be asked to consider objections to the regional official plan which are based on a wide variety of criteria and come from a wide variety of people within the community, on the one hand; on the other hand, they will have the region and the Ministry of Housing which, together, have agreed on funding commitments to developers and on substantial

planning studies worth many thousands of dollars for the southern growth community which is one of the two areas in question. There is a real conflict there, Mr. Minister.

Hon. Mr. Rhodes: First of all, I think the official plan submitted by the Ottawa-Carleton region has gone through the due process that all official plans go through. There were comments from the ministry back to the region, some of which, I believe, have been resolved. There has been complete discussion on the matter. It's obvious that there will be some referral to the Ontario Municipal Board to deal with some of the objections which have been filed. There is no question about that and it will be going before the OMB. Even those who have indicated opposition to the proposed official plan I think would be willing to recognize that there will eventually be development in all areas. It may not happen today but it may well happen in the future. I don't see how I am prejudicing the OMB's decision because the whole area eventually is going to be developed to some degree and the planning is going to have to be done.

Mr. Cassidy: The Housing Action Programme is a programme which, until a month or so ago, was due to expire on March 31 this year. It has now been extended for one year. All of the rhetoric that surrounded it said this is a programme which is designed to bring housing and serviced lots on to the market quickly. It is safe to assume, therefore, that if Housing Action funds go into the southern growth community that's because the ministry expects the southern growth community to be accelerated and to be developed very quickly. How does that square with what you're just saying—that the area is going to get developed sooner or later, one way or another?

Hon. Mr. Rhodes: I'm referring to the whole area. The area that you would like to see developed first—from what I've read in the two that you have sent me—will be developed. It may not be developed immediately, but it will be developed.

Mr. Cassidy: That's the point, Mr. Minister. The proposals that were made by the regional planners were that the southeastern community go forward. They put a really severe delay on any potential development of the southern growth communities, to the point where they wondered whether it would ever be developed at all. They also have put in some fairly strong language which actually is in the official plan. It is rather curious that the official plan rhetoric—the text of the

official plan—supports development of the southeast. It was only the wording of the decisions which was changed by council.

It says here for example:

It was concluded that west, east and southwest, [that's Barhaven, that's not the same as the southern community] locations are most suited to urban development at this time but that the population of the southwest area should be limited to the capacity of the existing services. The southeast area also rates highly with regard to the above-noted criteria.

They make no mention in the text of the southern community which was eventually decided upon, but in the recommendations they talk about an urban community of 100,000 people in Barhaven and in the southern community.

When you look into the appendix, if I can find it here, that's really quite revealing because they sought to analyse the alternative locations of new communities and this is what they found. They found that south Gloucester and south Nepean, the areas which your ministry obviously wants to go ahead with and which were recommended by the regional council after rejection by the regional planners, were high on landscape attraction—an environmental factor which had relatively medium weight in the view of the planners—but were low on other such things as the effect on the river corridor, the effect on agriculture, mineral reserve, water quality and community disruption.

On the other hand, the southeast was scored A. It had a high priority, in their view, in relation to what it did to agriculture using low-quality agricultural land, mineral reserves, river corridor, community disruption and its overall weight on environmental factors. Theirs was an A rating as compared with a C rating for the south Nepean and south Gloucester areas. It's those environmental factors that were, in the opinion of the planners, of most weight overall.

As far as development status as well, the planners concluded there should be an A priority rating for the southeast area as opposed to C ratings for the south Gloucester and south Nepean areas. The only areas where they both scored an A was because of the fact that there were private land assemblies covering most of those areas.

Somewhere—I don't think I've managed to bring it with me—there was a very elaborate brief prepared by a company called Project Planning Associates on behalf of the four developers who hold 83 per cent of the land in the southern growth community. The major

reason they put forward for proceeding is the fact that since the land is held by four developers, it's easier to get on with than if it was held in scattered holdings. That's not a particularly strong reason for proceeding, in my opinion.

There is evidence that the land in the southern growth community, which was acquired for prices of around \$1,000 or \$2,000 an acre in the last eight or 10 years, is now changing hands at upwards of \$40,000 an acre. There is also evidence that that increase in value is going to be passed on to the people who buy or rent homes in the southern growth community. There is no evidence that either the ministry or the regional municipality is prepared to take the necessary action in order to ensure that those unjustifiable profits don't continue to go into the hands of the developers.

When you work it out, if that is the only excess profit that is made, a profit of \$35,000 to \$40,000 per acre, and you are talking about 5,000 acres, therefore you are talking a total, if I can get my figures right, of something like \$200 million in possible profits, which will be made by those developers because this ministry is furthering the development of that particular area. Everything you do after now may work on the basis of no further increase in land values, although the past record of the ministry does not suggest that you will be able to do that; but even if you did that, you are still enshrining a profit in the hundreds of millions of dollars for Campeau Corp. and Jockvale Realities, and the two other companies which hold the bulk of the land in the southern growth community.

You have to appreciate the suspicion that people in the area feel, that it isn't the intrinsic merits of the site, but the intrinsic profits which will go to the private sector that have led the ministry to have taken the attitude that they clearly support the region in deciding to go forward with the southern community and ignoring the publicly owned land in the southeast sector.

Hon. Mr. Rhodes: Of course you are not, by any stretch of the imagination, preaching a line that is brand-new. You have continually attempted to make it appear that that is the motive behind anything that is done, that someone is in somebody's pocket. I completely reject that as being your warped sense of responsibility, and I can't do anything to attempt to change that.

I will say this to you: I am well aware of the comments that have been put forth by the regional planning people. It has always

been my understanding, and I believe it is still correct, that the regional planners make their recommendations to the regional council, and the regional council makes a decision on behalf of the region. They have made that decision. I have taken the position, and I retain that position, that if the regional council so decided, then certainly that's the way it will be. If there are objections that are good valid objections, they will be sent to the Ontario Municipal Board; and much of what you have read into the record here, and the comments of the regional planning committee, I am sure, will certainly be presented to the Ontario Municipal Board for their consideration.

But what we have done here is enter into OHAP agreements, as we have done in many parts of the province, in an effort to get housing built; and if the region, which has the responsibility for planning in its particular area, has seen fit to say this is where it wants to go—and I understand there has been a recent discussion on that which had a rather marked support for the official plan as it now reads—then I think the logical position for the ministry to take is to make comments on those matters which we feel we have reason to make comment on and then to send the matter to the Ontario Municipal Board.

Mr. Cassidy: What comments did this ministry make as far as the dispute between the southern community and the southeastern community is concerned?

Hon. Mr. Rhodes: Goodness, there were originally pages and pages of comments on the total official plan. I can't tell you. Perhaps Mr. Farrow—

Mr. Cassidy: Maybe Mr. Farrow can comment on that.

Hon. Mr. Rhodes: —or Mr. Wronski can comment on some of that.

Mr. Wronski: Mr. Chairman, as you realize, a plan of the magnitude of Ottawa-Carleton underwent a very thorough investigation by all provincial ministries. We have conveyed all the problems that other ministries have foreseen on every issue which was unveiled at that time. The question of environmental problems dealing with the south growth area as well as the problems of the Leda clay in Carlsbad Springs, for instance, were both conveyed to the region. Therefore, they are fully aware of all the provincial positions regarding both sides. They have commented on them very recently. They still maintain their own previous position and

this is what we are facing at the moment.
[4:15]

Mr. Cassidy: But in planning terms, what comments were made? A number of the technical reports went out to the region. I've mentioned this appendix, which was an attempt to summarize the environmental and development implications of the two sites. There was another report, which I haven't got with me right now, which talks about the very serious transportation implications to the southern growth community and which, frankly, promise to be devastating to parts of the western end of Ottawa. There has also been a series of very stiff warnings and letters which have come from Mr. South of the Ministry of the Environment.

Mr. Wronski: Yes, those are the comments I referred to. All these comments have been in existence since we began circulation, they always were known to the region. Our own position, Mr. Chairman, was that we have analysed the position taken by the region and to us it's only a question of timing. Both areas—south as well as the southeast—will go because in the total scheme of things in the development of Ottawa-Carleton both are necessary. It's only a question of timing. If the region in its capital works programme and total evaluation chooses to put phase one on south Nepean-Gloucester, then we are looking at it from that point of view.

Mr. Cassidy: In other words, you are saying that as far as the technical people in the ministry are concerned, you did not take a stand as to which one should have first priority, or whether the southeast should have priority?

Mr. Wronski: No, basically not, because the total expenditures on the servicing of both areas would be regional anyway.

Mr. Cassidy: So you have not taken a position, is that right?

Mr. Wronski: No. We have accepted the region's decision.

Mr. Cassidy: Mr. Minister, what position, perhaps at the political level, perhaps the technical level, has the minister taken about the enormous profits which are entailed in the ministry's encouragement of the development of the southern growth community?

That figure of \$200 million surprises me, as a matter of fact, but taking the values, that is in effect what it amounts to, on 5,000 acres, a profit of around \$40,000 per acre.

Hon. Mr. Rhodes: I don't think I've taken any position on it. Again, to echo what I said earlier and what Mr. Wronski has said, the priority for development has been established by the region and I have not taken an opposite view to the region. If the region establishes that this is the area it wants to see developed first, then we will accept the region's position.

Mr. Cassidy: Let's go a bit further. The OMB is going to hold a hearing. I'm maintaining that that hearing is already prejudiced by things that have been said and actions taken by the ministry. Suppose the OMB makes a decision. In one case, let's say the decision is favourable to the southeast community and against what is proposed in the regional official plan. It is inevitable, at that point, that there would then be an appeal by the region to the cabinet. If the OMB upholds the regional council's decision over the views taken by its planners and the views taken by the opponents or objectors, it's probably equally inevitable that there will be objections launched either by citizens' groups or else by the city of Ottawa, which will also lead to an appeal to cabinet.

You're saying now that anybody who is thinking of appealing to cabinet might as well forget it, because you, as Minister of Housing, will be recommending to cabinet that the regional official plan as it stands be okayed.

Hon. Mr. Rhodes: No, Mr. Cassidy, that's not correct. I think we probably have analysed the situation quite well as to where it eventually will end up. Either side, I believe, in this particular discussion, is going to be appealing it to cabinet and for that very real reason and the fact that I will be sitting on any appeal, then I probably should not be discussing the matter at this time with you.

Mr. Cassidy: But you already have, haven't you?

Hon. Mr. Rhodes: I already have in the sense of saying to you that at this stage we have taken, for all intents and purposes, a neutral position as to which of the areas should develop first and—

Mr. Cassidy: No, you have not, Mr. Minister, because you've signed OHAP agreements and you've given money for the planning of the southern community.

Hon. Mr. Rhodes: I don't accept that. I didn't sign any OHAP agreements to begin with, and the second part of it is that I have

taken a neutral position as far as what the priorities are.

Mr. Cassidy: What do you mean, you didn't sign any OHAP agreements? Your ministry has.

Hon. Mr. Rhodes: The ministry has, yes.

Mr. Cassidy: You're the minister responsible for the ministry.

Hon. Mr. Rhodes: The OHAP agreements are there. They are in effect and have been signed.

Mr. Cassidy: The fact remains that Mr. Handleman was the minister at the time. You were certainly the minister in charge at the time that the \$55,000 was recently advanced.

Hon. Mr. Rhodes: Yes, that's correct. When they required money to continue with their planning, part of our programme was to fund these people and to fund municipalities. We do that when there is a legitimate request for funding to carry out planning—

Mr. Cassidy: But it is for a site whose future status is still in question.

Hon. Mr. Rhodes: I don't think you would object to planning studies being done substantially in advance. If the matter was to be resolved to go elsewhere, at least the planning can still continue and can be completed. The planning can be done for when the development will eventually take place.

Mr. Cassidy: Let's go back a few years, when Century City was on the drawing boards outside of Toronto. Let's suppose that this ministry, or that TEIGA—as the ministry responsible at the time—had thrown a couple of hundred thousand dollars into the pot in order to help the owners of the agricultural land where Century City was to be built to prepare plans for that particular development—that would have been pretty objectionable.

Hon. Mr. Rhodes: We don't advance moneys, as you well know, to any particular group—it goes to the municipality.

Mr. Cassidy: Yes.

Hon. Mr. Rhodes: In this case, we're advancing money to the regional municipality of Ottawa-Carleton. We're not advancing money to any property owners.

Mr. Cassidy: No, but you're advancing money on land which the OMB may decide should not or may not be developed.

Hon. Mr. Rhodes: I'm sorry?

Mr. Cassidy: You're advancing money on land which the OMB may decide should not be developed at this time.

Hon. Mr. Rhodes: At this time.

Mr. Cassidy: Right. And for a long time to come as well. We can't predict what is going to happen after 1990.

Hon. Mr. Rhodes: No, that's correct—although you are making a distinct effort to do so, and I think you're right. You cannot predict. Surely to goodness, even with your philosophical approach to this planning, you should recognize that planning in advance is not a bad thing.

Mr. Cassidy: I'll tell you what I feel about this, Mr. Minister.

Hon. Mr. Rhodes: I know what you feel. You're looking for a bogymen.

Mr. Cassidy: No, I was about to surprise you, as a matter of fact, because the process right now is screwy. I would maintain that your ministry has decided that come what may, you're going to see that the development of the southern community goes forward ahead of the southeastern community. You're doing that despite the fact that there is a lot of publicly-owned land in the southeast area. You may be doing that consciously or unconsciously, partly because of private holdings in the southern community. You've decided that as a matter of policy. You're acting on it through OHAP agreements, through the money that you're giving for planning, through your encouragement given to the region, and that kind of thing. It's unfortunate and rather embarrassing to you that this thing has got to go to the OMB.

If I can conclude, I think that the process which you're going through should probably include a means by which the ministry can make that as a clear policy decision and say that, "As a matter of policy, and something which we are prepared to stand up for and to take before the electorate, the government has decided to proceed with the development of the southern community ahead of the southeastern publicly-owned land."

You should make that a matter of policy, so that if the matter ever comes before the OMB, in effect, all they have to do is interpret the policy laid down by your ministry and say, "Look, we're awfully sorry, city of Ottawa, but we can't do anything for you because the ministry has said as a matter of policy that it upholds development of the southern community."

But you're not doing that. You're copping out at this stage and, eventually, one way or another, you'll have to make it a matter of policy when it comes before the cabinet. In the meantime, there is a lot of confusion, a lot of disarray, a lot of time and energy being wasted, and it is not a good process to go through, Mr. Minister.

Hon. Mr. Rhodes: First of all, the ministry has not made up its mind that it's going to go ahead and do anything in the area. It has not established that that is the direction it is going to go in—that is totally incorrect.

Secondly, the matter can go before the Ontario Municipal Board and all of the pros and cons can be discussed. I just do not believe that the ministry should, in fact, establish a policy such as you have suggested. I think that the matter should be allowed to go to the Ontario Municipal Board and be dealt with on the merits of the arguments presented by both sides.

Mr. Cassidy: But if you're saying you do not have a policy, then why the devil are you spending money on OHAP agreements and on planning studies in the southern community? Is that done in a vacuum? Because you think it is a nice idea? Because you happen to like the people that came down to you from Ottawa-Carleton?

Hon. Mr. Rhodes: Of course, the OHAP agreements cannot go ahead unless the projects do, in fact, get going. If the Ontario Municipal Board was to rule in opposition to that particular development, well then, so be it.

Mr. Cassidy: No, because, you will still have to deal with it in cabinet. That's a chance, I think, we both recognize; that it's very likely to go to cabinet no matter how the OMB decision turns out.

Hon. Mr. Rhodes: Yes, so I would like to be able to deal with it at that time on the findings of the Ontario Municipal Board and whatever decision they may have made. I would like to have the advantage of being able to make myself aware, as will my colleagues, of the contents of the Ontario Municipal Board findings. I can't prejudice the cases.

Mr. Cassidy: I think you're really copping out, or you're talking out of both sides of your mouth.

Hon. Mr. Rhodes: No, I'm not copping out; nor am I talking out of both sides of my mouth.

Mr. Cassidy: You gave that distinct impression, Mr. Minister.

Hon. Mr. Rhodes: If I do it's certainly not intentionally. You're giving me the impression you would like to see me establish some sort of firm policy, I know that's the way you would operate. You would, in fact, establish a policy which would, for all intents and purposes, make an Ontario Municipal Board hearing unnecessary, or at the most redundant.

Mr. Cassidy: The OMB is being put into a rather difficult position, because in effect it's being asked to make policy which the ministry is not making. Originally it was intended to interpret policy, but in fact in many areas we find the OMB moves into a vacuum. It's a funny kind of vacuum. They may take the OHAP agreements and the other stuff you've done there as an indication there is a policy and therefore they have no choice but to go forward and to accept the regional council's proposals and disregard the objections of this southern community.

Hon. Mr. Rhodes: I think they're going to have to make their decision on the information that will be presented to them at the time of the hearings.

Mr. Cassidy: You put them in a very difficult position.

Hon. Mr. Rhodes: I don't believe we have, we differ there.

Mr. Cassidy: If the cabinet eventually decides the southern community goes forward, what would you intend to do about the storm-water problem and the Rideau River, which clearly the Minister of the Environment (Mr. Kerr) feels should not have further runoff from urban areas? What will you do about the land price problem in that area?

Hon. Mr. Rhodes: I think those are matters that can only be dealt with at the time. I think we probably wait to determine what the OMB hearing eventually decides; and if in fact it does come before cabinet for a decision, we wait for any decision that is made by cabinet on an appeal.

Mr. Cassidy: But haven't you just been telling me that I, as somebody interested in planning, should not object to advanced planning for the development of the area?

Hon. Mr. Rhodes: Right.

Mr. Cassidy: You're having it both ways again. When you come to two touchy issues, you say: "Oh no, we won't plan for those

things now, we'll leave them until the cabinet has finally decided."

Hon. Mr. Rhodes: On the contrary, you have quoted already from a letter that was produced by a staff member of the Ministry of the Environment who has stated that the cost factors were unknown. So those matters are still to be determined, that is what the cost factors would be if you were going to have to do the type of work that has been suggested may be required, such as the treatment of storm water. Environment is not sure how to do it either.

Mr. Cassidy: Is that part of the \$55,000 study?

Hon. Mr. Rhodes: I don't know. I'd have to ask someone who does them, I don't know. I wouldn't think it is but I really don't know.

Mr. Cassidy: Hold on, Mr. Minister. We agreed, from the kind of tone and the concern expressed by the Ministry of the Environment's officials for the area, that there is a serious problem about storm-water treatment and the effects of the storm water on the Rideau water course. You're going ahead with planning so that you'll have some idea of the industrial-residential mix in the area. You're banging ahead regardless of agricultural land and that kind of thing in the area. But you're not doing any advanced planning about the storm-water problem. Why?

Hon. Mr. Rhodes: That, I think, is being handled, at least I hope it would be handled, by the ministry responsible for such recommendations, which is the Ministry of the Environment.

Mr. Cassidy: But the position they're taking right now is that you just don't go in there at all. You are going to do it over their dead body. That's a fight that will eventually have to be reconciled in cabinet if you people are still in office a year or so from now.

Hon. Mr. Rhodes: It will be reconciled at that time because I'm sure we will be.

Mr. Cassidy: You may not be, Mr. Minister.

Hon. Mr. Rhodes: You told me that a year-and-a-half ago.

Mr. Cassidy: Oh, but I was spitting in the wind then. I'm going in the right direction now.

Hon. Mr. Rhodes: Straight into the wind.

Mr. Cassidy: No, but whoever is in government, we have a real conflict between

the two ministries—the Ministry of Housing saying go, the Ministry of the Environment saying stop.

[4:30]

Hon. Mr. Rhodes: Yes, sir. That conflict exists in many areas around this province.

Mr. Cassidy: That's true. You're saying that will be reconciled somehow, some way.

Hon. Mr. Rhodes: Somehow we have to reconcile it.

Mr. Cassidy: You're also saying that no studies are being done right now in order to try to resolve the problem, even though everything you've done and everything the region is doing indicate that's the area you want to get developed first.

Hon. Mr. Rhodes: Mr. Cassidy, the expertise, as it deals with the pollution of water courses and what have you, lies with the Ministry of the Environment. The Ministry of the Environment, to the best of my knowledge as it relates to this particular area—the latest edict has been the letter from Mr. South, in which he has said no one knows what the costs are. Included in those not knowing is the Ministry of the Environment.

It's very simple to make a statement—I can do it, you can, anyone can—that you don't know how much that's going to cost, and we don't know how you're going to do it but somewhere along the line it's got to be done. I suggest that the Ministry of the Environment has the expertise—or should have within that ministry—to determine what has to be done and at what cost, and then advise us as to what the implications are to develop any area.

They have done that in other areas. They've told us what sort of sewage disposal facilities are needed; what hard services are required; what has to be done to treat runoff. Then it's a question of evaluating what those costs are and what effect that will have upon the total development.

I'm not going to start making predictions as to what the Ministry of the Environment is going to tell me I may be required to do.

Mr. Cassidy: Suppose, for example, they say you've got to have a very complicated lagoon system for storm water runoff so that you can keep the product of a ¼-inch rainfall for 24 hours and let it seep out gradually. That's going to add the equivalent of \$4,000 or \$5,000 per serviced lot.

Hon. Mr. Rhodes: You don't have to be a student of economics to recognize you may have just priced yourself out of the market.

Mr. Cassidy: That's correct.

Hon. Mr. Rhodes: Exactly; but they haven't said that.

Mr. Cassidy: They haven't said that? What requests has this ministry made to the Ministry of the Environment, since apparently it has the expertise, to find out what proper control would cost?

Hon. Mr. Rhodes: I don't think we really have to make a request. I am assuming they are responsible and that once they have made their statement that they don't know what it's going to cost they will now determine to tell us how much it's going to cost. They haven't even suggested to us yet, to the best of my knowledge, what form of treatment should take place, whether it is lagoon or whether it's a treatment plant. None of these things has been suggested to us as yet. We're going to have to wait until they have resolved their own problem as to what the costs are going to be and have related those to us.

Mr. Cassidy: This is nuts. Do you expect them to read the Hansard report of this particular committee and to get the word from that that they'd better start investigating?

Hon. Mr. Rhodes: No, Mr. Cassidy. Certainly there are discussions going on between this ministry and the Ministry of the Environment.

Mr. Cassidy: But you say no request has been made to the Ministry of the Environment to—

Hon. Mr. Rhodes: I haven't made a specific request to the ministry.

Mr. Cassidy: Has your ministry made a particular request?

Hon. Mr. Rhodes: My staff is in discussion with them regularly.

Mr. Cassidy: Perhaps Mr. Wronski could elaborate on that?

Mr. Wronski: Yes, we are in discussion with the Ministry of the Environment and indeed we are, to this day, exploring all possible ways of treating the effluent from storm water. It's extremely difficult for them at this stage of the game to predict the amount of water, because the actual detailed design in the form of, say a community

structure is not as yet developed. We have to give them some kind of approximation. That's why the municipalities did approach us for the grant of \$50,000 to develop at least a conceptual plan for that large area so they can evaluate the kind of runoff which they can expect.

Mr. Cassidy: How recently have these discussions to evaluate the cost of looking after the storm-water problem begun?

Mr. Wronski: My staff is on the liaison committee on Ottawa-Carleton which consists of all the officials of all the ministries involved, that is MTC, M of E and Natural Resources. The discussions are continuous, together with the regional staff.

Mr. Cassidy: When did the matter of the storm-water treatment and how to resolve that begin to be considered seriously?

Mr. Wronski: I think from the time of the circulation of the draft plan. I can't give you the exact date but at the time of the preparation of the draft plan the discussions regarding the problems concerning both locations, the southeast as well as the south growth area, began.

Mr. Cassidy: Has the Ministry of the Environment, to your knowledge, begun to do any serious studies of what the costs and various means of treatment would be?

Mr. Wronski: I can't tell you, Mr. Cassidy. I don't know.

Mr. Cassidy: How different are the storm-water treatment problems in the southeastern area? As I understand it, that's a heck of a lot easier because there is access to the Ottawa River.

Mr. Wronski: That's true. There's another problem, as you know. It's a question of foundation; a question of laying the sewers and a question of laying the roads because of the instability of the soil, which will require very specific engineering provisions. You have two balances there. You have the cost of the engineering work versus the treatment of the storm effluents in the southern growth community.

Mr. Cassidy: There has been a great number of words uttered about both problems. Is there any hard information on the comparative costs of the one versus the other?

Mr. Wronski: There have been engineering studies on the Leda clay problem, admittedly, and there may have been on both. There were several of them, all of them contradictory.

There has been no affirmative study regarding the cost of treatment of the effluent in the southern community.

Mr. Cassidy: I guess we will pursue this at some future date. What I conclude from that is in respect of the problem which can be crucial in terms of the price of the lots and the development of the site, although discussions have been held at the technical level, the Ministry of the Environment is not yet seriously undertaking the kind of study it would need in order to know what it's going to cost.

Hon. Mr. Rhodes: I think for the record I should indicate that perhaps they are. As I said, there have been discussions going on, in particular between the ministries, back to 1974. At that time, and I will just pass this along to you, the comment that was received was that the treatment of storm water in Canada and almost everywhere else in the world is very new. Volume and pollution strength are also extremely variable. Almost no literature exists on the subject. The region is now installing a very small pilot project on Sawmill Creek on the east side of the Rideau. That would be in the region of Ottawa-Carleton.

Mr. Cassidy: Yes.

Hon. Mr. Rhodes: It is doing it in the hope it can develop guidelines. The Ministry of the Environment is also doing some research on the subject. In September, 1974, they stated that at least the treatment will mostly likely require storage ponds or dams for coagulants, with dispensers; and chlorine contact chambers with dispensers.

The Ministry of the Environment—and I make no apology for it—has indicated that it doesn't feel any more development can take place along the Rideau without something being done to handle the storm-water situation. It is a question of how. They are working on it; hopefully to tell us how it can be done. At that time, I think an evaluation can be made as to what the cost will be. If, as you suggested, it was to be \$4,000 or \$5,000 a lot, then it's game over.

Mr. Cassidy: I have some other matters to raise, but I will pass over to Mr. Hall and take a rest.

Mr. Chairman: Mr. Johnson, Mr. Williams; and then Mr. Hall.

Mr. Johnson: I would like to refer to page 84, section 8, subdivisions branch, paragraph 2. It says that the ministry ensures that

applications conform to local, provincial and federal policies. It is my understanding the ministry has recently issued an urban development standards report which indicates that substantial savings in housing costs can be achieved if municipalities were more flexible and imaginative in their servicing standards. What does the minister intend to do to encourage the municipalities to accept lower servicing standards?

Hon. Mr. Rhodes: I think, as I have indicated already in instructions here, that we have produced the urban standards report to be made available to all municipalities. Going back a bit, the particular report as it was being developed was done with representation from the municipal engineers of Ontario so they would be fully aware and have their input into the development of the report. It is now my intention to urge municipalities to accept these lower standards and to apply them within their municipalities for various subdivisions where this can practically be applied. From some of the discussion I have had I think municipalities are looking with favour upon them.

Mr. Johnson: Do you think they will accept them?

Hon. Mr. Rhodes: I don't think they're going to accept them 100 per cent in every subdivision, because there are bound to be some differences but I think they will accept them in many areas. I think many municipalities will accept the fact that some of these standards can be applied and will lower the cost; in fact, many municipalities already are applying some of these things that were referred to.

Mr. Johnson: Are the ones who are applying them running into any opposition from the ministry? Perhaps not recently, but in the past there seemed to be a problem that if you didn't come up 100 per cent to the standards as set down, there was quite a problem in getting a subdivision through. Is this being relaxed?

Hon. Mr. Rhodes: I would say it most certainly is. I don't think there is any question that in the past a good degree of the responsibility for the increasing servicing requirements was laid at the feet of government agencies that were demanding that these particular services be included. Obviously we want to see them relaxed or we would not be urging them to adopt the report, or portions of it.

Mr. Johnson: In the fourth paragraph on the same page, there is reference to validating

the titles of innocent third parties who purchased lots created in contravention of the Planning Act. Is this a long, delayed problem, or is it something that can be handled fairly speedily?

Hon. Mr. Rhodes: It can be handled fairly speedily because it deals primarily with validating the checkerboard situation where there is an innocent third party involved. There is usually very little delay. If the person can establish they have been an innocent third party in one of these questions of title, the title is validated very quickly.

Mr. Johnson: How do they go about it? Is it simply a matter of appealing to the ministry and going through the normal channels?

Hon. Mr. Rhodes: It's an application, isn't it, Mr. Farrow? It's an application by the ministry to the municipality, and then we get their recommendation.

Mr. Johnson: Approximately what length of time is involved?

Hon. Mr. Rhodes: How much time are we talking about?

Mr. Farrow: Oh, approximately two weeks to a month. It's usually longer than two weeks, but it takes around a month for it to be approved.

Mr. Johnson: It can be handled within two weeks to four weeks?

Mr. Farrow: Yes, sir.

Hon. Mr. Rhodes: It's not a difficult situation, because you can establish rather quickly whether or not the person is an innocent third party.

Mr. Johnson: I have one other question; it's in regard to the Ontario home renewal programme. It's presently not available to Veterans Land Act owners and those who have long-term leases on land they occupy. Does the ministry intend to bring these under the programme?

Hon. Mr. Rhodes: Yes, the amendment to the Planning Act is already in the House.

Mr. Johnson: It is? Fine. That's all.

Mr. Williams: Mr. Chairman, the critic for the NDP spent some time on the planning in the Ottawa Valley area and suggested that it's a matter that should be left for further discussion at a later date. I think, in view of the fact that we have spent a good half-hour on it, that we're really just getting into the

matter and I think we should spend a little more time on it. As one who isn't as familiar with the area as is the critic, there are a number of questions I would like to ask and some avenues here that I would like to pursue, because some of the allegations or innuendoes implied in his statements give me cause for concern. I would like to get to the bottom of these statements and see if there is any substance to them or whether we're simply shadow-boxing here today.

First of all, Mr. Chairman, I'd like to have some clarification with regard to the two sectors that were the subject matter of a great deal of discussion. I think Mr. Cassidy was criticizing the fact that on a priority development basis, the southwest sector was the sector of Ottawa that has been given preference by the local planning authorities at present. As I understand it, his criticism was that this is the area that is presently under ownership by four or five of the companies that are in the building development business. Is that correct?

[4:45]

Hon. Mr. Rhodes: There are two areas—that are known as the southeast and the south. The southeast is an area where there is land held in ownership by the province—by OHC and CMHC—and the south is held under private ownership.

Mr. Williams: I think Mr. Cassidy had said that there were reasons in addition to environmental reasons that the southeast area rated an A, and for that reason should be developed ahead of the other area. Whether that observation is valid or not, I don't know, but in making it he suggested that in the southeast area the lands also are primarily owned by small landowners—individuals. Was that the area he was referring to? Or was that another section that he was contrasting with the large tracts of land owned by companies that are in the development business?

Hon. Mr. Rhodes: I didn't quite follow Mr. Cassidy on that one. I know he is very familiar with the area though.

Mr. Williams: He specifically made reference to two areas. He took some issue over the fact that Nepean and Gloucester area was largely under the ownership of three or four large development companies. He contrasted that to another area—which I thought was the southeast sector—which he suggested was under the ownership of little people or people who were not in the development business.

Hon. Mr. Rhodes: The majority of the southeast sector is owned by OHC and CMHC. Development ownership.

Mr. Williams: It's unfortunate that Mr. Cassidy isn't here to explain his comment. Perhaps when he returns, I can put that question, because I would like to be clear on that point.

Hon. Mr. Rhodes: I think perhaps what he may have been referring to—and I certainly don't want to say what Mr. Cassidy is thinking, he can say that for himself—but he was probably referring to the original owners when the land was purchased. When the land was purchased originally by CMHC and OHC, it would have been from a number of smaller landowners, and the land was parcelled up by OHC and CMHC.

Mr. Williams: That wasn't the understanding I had, Mr. Minister, but in any event, we can pursue that when he returns.

Hon. Mr. Rhodes: He is well aware of the area and I think he well knows who owns the land there now.

Mr. Williams: It seems to me if we were to take the criticism at face value, this would leave us with only two options really. One would be to develop the southeast area on a priority basis rather than the Nepean-Gloucester area. Or, again bearing in mind the criticism of the opposition party to the development of any farmland whatsoever, it would mean intensifying the redevelopment of the inner city of Ottawa. I'm wondering, in light of those two areas of criticism, what the time and cost factors would be if we accepted the criticism at face value and resorted to applying either or both of those options. What would this mean in the way of time to reorder our priorities? Also on a costing basis, what would this mean in light of the fact that redevelopment of the inner city and/or development of the southeast area perhaps is not as far advanced as the area that's under the ownership of which he is critical at this time?

Hon. Mr. Rhodes: I think it goes without saying that there are problems—and some major problems—to be dealt with in either the southeast or the south development. Certainly in the southeast, we have the present problem of the Ministry of the Environment's concern over the runoff that would be coming from that area into the Rideau River. That's a real concern and it's one that has to be resolved—no question about that. You still would have certain development problems in

the south area as well. We're at very early stages of both. Perhaps if you could start off with both projects being on an equal basis, your timing of getting housing on the ground in the southeast would probably be quicker than in the south. But there are problems in the southeast that have to be resolved, not the least of which is the environmental consideration.

Mr. Williams: Then as far as timing goes, both could be proceeded with? They are at a stage now where they could both be basically serviced and proceeded with in essentially the same period of time?

Hon. Mr. Rhodes: There are other problems in the southeast as well. One is the National Capital Commission which I think is creating some problems for us.

Mr. Williams: What's the problem there? Mr. Cassidy didn't make reference to that particular problem.

Hon. Mr. Rhodes: I guess access across the greenbelt for servicing is one of them—access to the south.

Mr. Farrow: No, from the south to the central city. The NCC are favouring the southeast community and not the south because of certain access across the greenbelt to get to the south community. This was part of the criticism that was built into Mr. Cassidy's statement.

Hon. Mr. Rhodes: This problem has existed all along. It's not a new problem; it's one that's been there. The National Capital Commission has indicated their preference. There's no question about that. They indicated a preference and they've been quite firm in their position about access to the south community.

Mr. Williams: My concern, Mr. Minister, is the question of supply and demand. If, at the local level essentially, the green light has been given to the south project versus the southeast, I'm trying to determine in my own mind how much further advanced one is over the other in time and cost and as far as putting services in place is concerned. Time is money and if the people who own the lands in the south are in the business with proceeding with development, I presume that they're far more ready to go than, say, the government would be if it is OHC lands that are laying fallow at the moment. The private developers' plans, I presume, are far more advanced than what we would have on the drawing board at the present time. Is that incorrect?

Hon. Mr. Rhodes: No, they may be a little more advanced but I think the other problem that has to be resolved is the question of the environmental considerations on the treatment of the storm run off.

Mr. Williams: And that affects the OHC area?

Hon. Mr. Rhodes: No, that affects—

Mr. Williams: The south area, the privately held lands?

Hon. Mr. Rhodes: Yes, it affects the privately held lands in the south. Those matters have to be resolved before anything can happen, so to say one has an advantage over the other is really not correct.

Mr. Williams: All right, so they would appear to balance out. One has one type of problem and the other, another problem, which would not create as great a time differential if—

Hon. Mr. Rhodes: There are two problems. One is that the National Capital Commission has stated they wish to see the southeast developed first. The second one is the environmental consideration.

Mr. Williams: All right, take the southeast project. Supposing the regional municipality reversed its position in support of the National Capital Commission's position on the matter.

Hon. Mr. Rhodes: Mr. Williams, we are now getting into a discussion on a specific piece of the area. I really don't think it fits in here—

Mr. Williams: Mr. Chairman, I'm talking about—

Hon. Mr. Rhodes: Let me finish, Mr. Williams.

Mr. Cassidy: He's one of yours.

Hon. Mr. Rhodes: I don't care. I want us to get on track here and I'm concerned that we're talking about the actual development of land as opposed to plans administration which we dealt with as to referral of the particular plan of the Ontario Municipal Board. I don't want to get off on a blow-by-blow description of what's going to happen in the development of some land in the Ottawa area. I don't think that's necessary at this stage. The whole matter eventually is going to be discussed, in part at least, before the OMB. All we're doing now is rehashing what all of us are aware of—the problems that exist on the servicing of any of the land,

which has really nothing to do with plans administration.

Mr. Williams: With respect, I agree with your observation. I didn't think it was the place or the forum to come to for a specific detailed discussion on a particular site or problem in one regional area in the province. However, we've already spent over a half-hour on this particular project and I'm prepared to spend another hour and a half on it. If, in this committee, we're going to talk about specific pet areas or concerns which affect the individual members, I can bring in a whole host of projects to discuss as Mr. Cassidy has.

In fairness, if Mr. Cassidy is allowed to go into the detail and depth that he did on his concerns about the Ottawa region, I suggest he went far beyond what were really the appropriate terms of reference for discussion on general plans administration, without getting into specific regional plans. If it's fair game to talk about specific regional plans, I'm prepared to sit here for several hours and discuss them, too, because I'm interested. I don't think the opposition critics should be the only ones who reserve the right to speak for an hour or an hour and a half on their particular plans, which I think went far beyond speaking about the principles involved.

I'd like your direction, Mr. Minister, because I think—

Hon. Mr. Rhodes: You don't get direction from me; you get it from the chairman.

Mr. Williams: As I say, I'm equally concerned as my friend across the way. I have to ask more questions because I'm not as conversant with Mr. Cassidy's particular area and his planning concerns. As I indicated at the outset, he has raised a number of questions and made a number of statements or allegations which give me concern if there's substance to them. If there isn't, if he's simply fighting with windmills, we know how seriously to take these comments and observations.

I think we should get to the bottom of it because I don't think we should leave these matters unanswered or undealt with. That's why I'm seriously trying to get to the bottom of this matter.

Mr. Makarchuk: With friends like that you don't need any enemies, do you, Mr. Minister?

Mr. Williams: May I continue, Mr. Chairman? Thank you. Again, Mr. Cassidy made some allegations that, in his mind, one of

the main reasons the south region was to proceed over the southeast was because it was under private ownership versus OHC lands and that huge, exorbitant profits were going to be made out of this project if it proceeded on a priority basis.

While this may be in the area of another ministry, I thought that even if they were going to make huge profits—which I don't think can be substantiated—the Land Speculation Tax Act had covered off some of this ability to make exorbitant profits. I don't know whether Mr. Wronski could comment as to whether this particular project is protected against—

Hon. Mr. Rhodes: The former deputy of Revenue can probably answer that.

Mr. Crosbie: Mr. Chairman, under the Land Speculation Tax Act, if the developer carries the project forward to the point at which the building permit can be issued, he can transfer title of the lands to the builder or he can proceed with the building himself. Either course of action does not attract the tax.

Mr. Hall: He's exempt from the Act?

Mr. Crosbie: Yes, it doesn't apply. No tax applies to that type of transaction, except the normal income tax, corporate tax—

Mr. Williams: Why was the exemption made?

Mr. Makarchuk: Which amounts to about four per cent or five per cent.

Mr. Williams: Was it felt that in that type of situation the likelihood of making exorbitant profits or speculative profits would be minimal?

Mr. Crosbie: The land speculation tax was directed at two specific areas. One was trafficking in houses themselves, in which people were buying new houses, holding them for a week and reselling them at substantial profits. People were also trafficking in raw land or in lots but the trafficking did not result in any construction of houses. The exemption is based on the theory that a person who brings land to development and then puts it into the hands of a builder who can put a house on it, should not be taxed because this would encourage the construction of housing.

[5:00]

Mr. Williams: I see. That brings me back to my question. In this given situation, I interpret your remarks to suggest that there

would be minimum opportunity for speculation when it's brought to this point of development. In an overall development of subdivision, say, this speculation motive would have disappeared.

Mr. Crosbie: The question of how speculative it is, I suppose, depends on these issues that have been discussed, such as how much it's going to cost to treat storm water, as has been suggested. If it comes out at \$5,000 a lot, then that has more or less consumed the \$5,000 a lot profit that was also mentioned. If there is no substantial cost in producing treatment for storm water and you remain at the \$5,000 a lot profit, then that's the measure of the speculation, I suppose—or the speculative profit.

But there are so many other factors in going into the cost of developing the land, that I wouldn't care to express any opinion at all as to how profitable any of these developments may be by the time they're ready to be built on.

Mr. Williams: Mr. Chairman, again with regard to this particular development of the outlying Ottawa area, are there any pressures being brought to bear because of a mounting population growth in the area that makes it particularly important that these projects proceed as quickly as possible? Or is there a moderate population growth factor applying that would permit this to be fully played out without any need to expedite the proceedings unduly?

Hon. Mr. Rhodes: There is certainly a need for the development of more areas for housing in the Ottawa area. It's a growth area; there is no question about that. Plus the fact that I think the federal government has indicated that it's looking for more development of the area to house more of its employees, on both sides of the Ottawa River.

Mr. Williams: You have touched on my next question. I think it would be of interest to the members of the committee to know what the procedures are—basically, not in detail—as to how they are applied in the adjoining province, and the time factors involved there.

In other words, are the procedures less sophisticated or more sophisticated? Is there a greater time span requirement involved in land-use planning on the Quebec side as contrasted to Ontario, and if so, what effect is this having on meeting the housing needs in the area? Are all the Ontario citizens, of necessity, going to the Quebec side to get housing that's coming on stream faster, or

is it a comparable situation? I'd be interested in knowing the situation.

Hon. Mr. Rhodes: Our standards are higher than they are in the Province of Quebec, and for one thing we don't dump raw sewage straight into the river.

Mr. Williams: Of course, that's another consideration as well.

Hon. Mr. Rhodes: That's a major consideration, because the situation that we're facing for the treatment of storm water, or the handling of storm water before it's allowed to go into the water course, is just one aspect of what we're doing.

Mr. Williams: Of course.

Hon. Mr. Rhodes: That is not a consideration, to the best of my knowledge, on the Quebec side of the border. And that's one of the delaying factors, and one of the factors that have to be considered.

Mr. Williams: But the main thrust of my question, Mr. Minister, was: How, substantially speaking, does the planning process, land-use process, differ on the Quebec side of the river from the Ontario side? And what impact or effect is it having on our meeting housing needs in the Ottawa Valley area in the immediate vicinity of the capital? Are Ontario people being forced to go across the river to buy housing that isn't now available in Ontario, or that's been made available more readily on the Quebec side because of their planning processes being more expeditious, if I may use that term?

Hon. Mr. Rhodes: I have no idea.

Mr. Williams: Does any member of the staff have any ideas as to what the comparisons are?

Hon. Mr. Rhodes: I don't think anyone knows.

Mr. Williams: Again coming back to the opposition critic's criticism, by himself personally and by his party, as to the using up of prime agricultural land, it was suggested that the south area has the prime agricultural land—class A, I guess it is—as compared to the southeast area, which has a lesser quality agricultural tableland. If the opposition criticism was taken entirely to heart and any further expansion beyond the inner greenbelt of the capital was stopped, what alternative plans are on the drawing board, if any, to provide redevelopment within the inner city as an alternative to offset that no-growth potential that could be imposed?

Hon. Mr. Rhodes: First of all, as far as agricultural land is concerned, I think it's a factor that has to be considered. I think it's recognized that the land to the south has higher agricultural capabilities than the land to the southeast.

As far as the development of the inner core is concerned, I don't know what is going on. That would be something that the city of Ottawa would be dealing with. I have no idea what they are proposing there.

Mr. Williams: So to the best of your knowledge the regional planners have no options open to them at this time, other than to proceed with one of these two sites?

Hon. Mr. Rhodes: I stand to be corrected, but I don't think the regional planners have an input into what is happening within the city of Ottawa itself, do they?

Mr. Wronski: Mr. Chairman, if I may, the total growth until the end of the century was seen to account for about 350,000 people. This number obviously cannot be accommodated through a redevelopment of the existing structures within the city core; that is, within the greenbelt. This is the reason for the four communities which have been outlined in the regional plan with different priorities. The western one, Kanata, the southern one, the one we're talking about, the southeast, which has the lowest priority, and Orleans, which is the easterly community, they will have to accommodate the new growth because it cannot be accommodated within the green belt.

Mr. Williams: As I understand it then, what you are saying, Mr. Wronski, is that the plans through the end of the century provide for no redevelopment whatsoever within the inner city?

Mr. Wronski: There will be some redevelopment, but not on a scale envisaged to accommodate the total growth of that area.

Mr. Williams: So there are really no options as to which of the outlying communities proceeds first?

Mr. Wronski: There are no options but to develop outside of the greenbelt.

Mr. Williams: Basically, how many acres of farmland are involved in the four different areas that are under consideration at this time?

Mr. Wronski: I can't tell you the exact figure, but each of the four growth points is calculated to accommodate approximately 100,000 people.

Mr. Williams: Which brings you to your 350,000 plus?

Mr. Wronski: The Orleans one is the smallest of the lot.

Mr. Williams: Would there be any possible doubling up the population in the other sites to compensate, in order to preserve the most prime agricultural land to satisfy criticism?

Mr. Hall: On a point of order, Mr. Chairman, we seem to be far removed from the budget for the plans administration branch. We've been pretty patient here but this has gone on for two hours now, this discussion of the Ottawa situation alone and future projections and guesses and what have you. I don't understand the relationship myself.

Mr. Chairman: I think you're right, Mr. Hall.

Mr. Williams: Mr. Chairman, I'm only pursuing the line of discussion which went on from 4 o'clock to 4:30. I think in fairness—

Mr. Cassidy: With respect, I spoke for 35 minutes about this.

Mr. Williams: I'm prepared to adhere by guidelines, but I think that once you allow members to range from the subject matter at hand we should all have the opportunity to pursue those lines. I'll accede to this at this point in time.

Mr. Cassidy: On a point of order, Mr. Chairman, we will come to this at one point or another, and if Mr. Williams wants to pursue it now for a few more minutes or whatever it needs, it will simply save him from doing it at some other time. I think that he's as much in order as I was and I think that I was in order in raising the matter originally.

Mr. Hall: Under this item?

Mr. Cassidy: Sure.

Mr. Chairman: Under plans administration, have you pretty well completed your remarks, Mr. Williams?

Mr. Williams: No, not totally, Mr. Chairman.

Mr. Cassidy: On a point of order, Mr. Chairman.

Mr. Chairman: Continue.

Mr. Cassidy: Exactly; I don't think you should try and limit Mr. Williams if he

wants to pursue the matter. Certainly I didn't suffer that same kind of harassment which you are giving to a member of your own party.

Mr. Chairman: I thought possibly we could speed things up this way.

Mr. Hall: On the point of order, Mr. Chairman, out of responsibility to all the committees that have to sit under Resources Development, you are going to end up with 10 minutes for the Ministry of the Environment or something like this. How many hours have we been on Housing now?

Mr. Cassidy: Mr. Chairman, we have 55 more days to consider estimates in committee. That is according to the order paper today. That surely gives us a reasonable amount of time to dispose of this. I would say to Mr. Hall it would seem to me that the community planning vote is going much faster than the first vote because of the fact that we had quite a full discussion on sort of a general level on the first vote. A lot of the issues we raised then don't have to be raised now.

Mr. Hall: That is what I had hoped.

Mr. Chairman: Let's continue on item 2, plans administration, Mr. Williams.

Mr. Williams: I think the question I had posed and to which response was interrupted was with regard to the possibilities of the local regional planners in Ottawa resorting to an alternative of doubling up if the decision was made to preserve some of the prime farm land that is the concern of some of the opposition members as being retained for specific purposes for agricultural purposes, where there is a likelihood of the region revising those plans to double up the residential land-use density factors. I am wondering if Mr. Wronski would have any knowledge of any considerations having been given to this matter.

Mr. Wronski: As you know, the original plan has been under consideration by the region for a period of more than two years. All the possible options have been explored and a creation of a community larger than 100,000 people, a new community, that is, has been rejected for several reasons. First of all, there is the question of the utilization of land around the central city, and then communications and transportation problems. We have to realize that the major employment is concentrated downtown. The federal government is the major employer in the city.

Therefore a larger community than that would have created several very severe problems of communications and transportation servicing. In my opinion, it was a very well conceived decision of the region to opt for four growth points, plus different priorities.

Mr. Williams: I would point out, Mr. Wronski that I wasn't aware of the time period over which these plans had been under consideration. As I say, I am not as conversant with the area as the local member. Any intensification and contraction of the land use for residential purposes would bring about intolerable transportation problems, is that right?

Going more to the general, if I might, in the Ottawa area or in other urban areas throughout the province to what extent are the larger cities within the province going to the district plan process, such as I am familiar with and you would be aware of in the Metropolitan Toronto area?

Mr. Wronski: Mr. Chairman, not many. As far as the regional municipalities are concerned, they are dealing with the terms of a regional conceptual structure plan and supplementing them by the area plans created by the local area municipalities. In cities which have no regional governments, in other words, have only the two-tier planning system or a one-tier planning system, overall official plans for the city, plus secondary plans for areas which are ready for development are the present technique. This is something lesser actually in extent than, for instance, the district plans for Metropolitan Toronto.
[5:15]

Mr. Williams: Lesser in what respect?

Mr. Wronski: In area.

Mr. Williams: I see. But are the same principles applied?

Mr. Wronski: The same principles apply, yes, as far as distribution of land use is concerned and the actual government guidelines.

Mr. Williams: What has been your experience as to the basic time factor involved in the municipalities as a whole developing these district or local plans to override their specific zoning bylaws? What format have these followed and that is the time factor involved? Is this one of the problems that's bringing about a delay in housing starts, or is it strictly in the area of zoning bylaws?

Mr. Wronski: Mr. Chairman, it varies from municipality to municipality. It depends en-

tirely on the kind of planning programme they have adopted. It also depends on the skill with which they develop their own planning process. As you know, the ministry has now completely delegated the question of any commentary or any supervision of zoning bylaws to the regional municipalities and intends to delegate even the approval of local official plans to regional municipalities. So it will be entirely dependent on the regional municipality how well they organize their own planning process.

Mr. Williams: And has this procedural change been in place long enough for you to make any determination as to its relative success?

Mr. Wronski: It has only been in operation now for about seven months. We are monitoring it very closely; there don't seem to be any major problems. It is very difficult at this stage to say whether they have gained on the time or whether they are actually using more time to process the zoning bylaws. I think the period of time is still too short to make that observation.

Mr. Williams: I presume when that decision was taken, it was based on the assumption, with a reasonable degree of certainty, that the local or regional municipalities had the expertise within existing personnel to cope with this newly imposed responsibility. Is that correct?

Mr. Wronski: The answer is yes. The ministry does investigate whether the municipality has the administrative capability and requests the municipality to commit themselves to as speedy a process as possible to facilitate housing development before the delegation is granted.

Mr. Williams: Mr. Wronski, approximately how many municipalities now are operating under the new procedures?

Mr. Wronski: As far as zoning bylaw and committee of land divisions are concerned, all of the regional municipalities. As far as the subdivision processing is concerned, there are seven regional municipalities now to whom powers have been delegated. They are the municipalities of Metropolitan Toronto, York, Peel, Halton, Hamilton-Wentworth, Ottawa-Carleton and Kitchener-Waterloo.

Mr. Williams: Have any of these municipalities found themselves in the unique situation that we have here in the Metropolitan Toronto area, with the unofficial

plan situation that has prevailed for a number of years?

Mr. Wronski: No, neither of them was long enough in existence to develop this kind of technique.

Mr. Williams: Has there been any movement at all towards resolving that pseudo-official plan situation that exists in Metro Toronto?

Mr. Wronski: Yes.

Mr. Williams: What is the direction?

Mr. Wronski: Metropolitan Toronto, over the last weekend, has published a draft official plan, which I understand will be submitted towards the end of this month to the planning committee of Metropolitan council.

Mr. Williams: And this is proposed to take itself on as the official plan—

Mr. Wronski: As the official plan for the Metropolitan corporation,

Mr. Williams: —to obtain official sanction approval of the Metropolitan Toronto corporation?

Mr. Wronski: Yes, and the Minister of Housing.

Mr. Williams: To what extent has your branch been involved in the development of that plan?

Mr. Wronski: We have been co-operating with Metropolitan Toronto in the same fashion as we do with every regional municipality through a liaison committee of provincial ministries together with the Metropolitan planners.

Mr. Williams: Does this plan vary in any substantial way that would find itself in conflict with some of the existing district plans of the local municipalities within Metropolitan Toronto?

Mr. Wronski: I cannot answer that question in detail. I can only assume there would be some points of disagreement.

Mr. Williams: In your mind how would these variances be best resolved? Which would take priority, as seen from the provincial level in particular, of course, in the case of, say, an OMB situation?

Mr. Wronski: Statutorily, the regional plan takes precedence but we hope that conflicts of that nature would be resolved at the level of Metropolitan council, in the same way as

they have been in the case of Ottawa-Carleton or Kitchener-Waterloo which are the two plans now approved by regional councils. When they come to the minister, they are more or less agreed upon.

Mr. Williams: I'm sorry?

Mr. Wronski: When they come to the minister, we hope that they will be agreed upon by the local municipalities.

Mr. Williams: I see. With this new official plan going to the Metro Toronto planning committee, will this be the subject matter of further public hearings at that level? Does the planning committee still proceed as the old planning board did? They did entertain public representations at that time. Does the present committee?

Mr. Wronski: There has been series of public hearings already undertaken by the planning staff of the Metropolitan corporation. Whether the planning committee of council will decide upon further hearings, I can't tell you. As you know, there is no planning board any more in Metropolitan Toronto.

Mr. Williams: As to when this plan will receive its final approval, you're not really in a position to say at this point in time?

Mr. Wronski: I am sure they will have series of public discussions.

Mr. Williams: Mr. Chairman, I had a number of further questions for Mr. Wronski but I think I will save them for item 4. Thank you.

Mr. Chairman: Mr. Hall, followed by Mr. Kerrio.

Mr. Hall: In connection with the plans administration aspect of the Ministry of Housing, I've been aware of seemingly a lot of staff turnover or reassignment from one area to another. Was this a temporary problem or do you continue to face this and, if so, why would this be?

Hon. Mr. Rhodes: I think you're going to experience that for, hopefully, a minimum but I think you will continually experience it in some cases as people leave the ministry and go into the private sector or go to other jurisdictions. Some of them go to other municipalities. There are those who go into the private sector to work. There is not much question that we provide a rather valuable training ground for people.

A lot of them get moved around in that if you lose people, say, at the head office

level or at a high level, people are brought in who are entitled to promotion, if you will and greater responsibility. They are brought from the field and back to head office when they receive their promotion, if you will. We do experience a fair turnover in that area; that is correct.

Mr. Hall: I would like to think you could try to reduce it because I think it is a very real problem in an ongoing dialogue with a community and even on any project. I know I always used to try to keep the telephone number and name of the right person in the right area in our bailiwick. The turnover has been heavy and certainly it does slow things down and you almost have to start from point A it seems. However, I want to make the point and suggest it is somewhat undesirable and hopefully could be altered.

Getting on to the time standards for approval, I believe you have told us before that you have certain programmes. I wonder, in terms of answers out and so on, talking about your issuance of the T number for a plan in the first instance, how long does it take, after the necessary documents have come in, before the actual number is assigned? Is it assigned as a first thing? It must be assigned as a first thing, must it not?

Mr. Farrow: Yes, Mr. Chairman, it is the first thing which is assigned and usually takes place within a number of days, probably a maximum of two weeks.

Mr. Hall: Going on from that point then, you use an attempted criterion of 60 days for ministries and other agencies to reply; is that correct?

Hon. Mr. Rhodes: Yes, they use the circulation of the plan for comment.

Mr. Hall: Could you tell me as a general rule, unless it is a specific area, how many different contacts there are now, is it 25 or 35 or—?

Mr. Farrow: The average, Mr. Chairman, would be seven to 10 agencies which we contact. There are quite a great number that could be contacted if we went to all of the agencies, but no plan of subdivision, to my knowledge, has ever gone to, say, more than 15. The average, I think, is closer to seven to 10.

Mr. Hall: And what are the time restrictions that you place on them?

Hon. Mr. Rhodes: If it is a government agency, it has the 60 days to reply and get

their comments in to us. If it is a municipality, we really have no control.

Mr. Hall: Would there be areas where there would be contacts that are necessary other than municipalities and government agencies? I mean, how do you relate railways, school boards, Ontario Hydro; what category do they fall in?

Mr. Farrow: Ontario Hydro would fall under the government agencies. School boards are more or less local agencies, as are in some cases conservation authorities. The railways are agencies with which, to my knowledge, we have never really had problems with time delays.

Mr. Hall: Do you make contact with service agencies such as gas companies and Bell telephone company?

Mr. Farrow: If in fact, any of their main lines are being affected, yes sir.

Mr. Hall: What happens when they don't respond in 60 days?

Mr. Farrow: In the case of provincial agencies, in some instances the approvals have been given notwithstanding the fact we have not heard from the local agency, or at least from the provincial agency.

Mr. Hall: You told us last fall, I believe, that you are attempting to speed up the time for completion of all this. As a matter of fact, I think you have staff people trying to take the kinks out of things, as a study of theirs, to see how time sequences can be shortened. What is the result of this so far?

Hon. Mr. Rhodes: Mr. Farrow, do you want to comment?

Mr. Farrow: Yes sir. We did evaluate the various ministries which seemed to be longest in replying to our request for information. We have had specific meetings with senior representatives of the ministries. Because those discussions were held at the deputy minister level, we have received a much faster turnaround in reply for requests for information sent out since those times. There are still some applications which are a real problem. They have written back and have been able to convince us that they need more time. But by and large, from the new applications which have come in since the last time that we met in this room, the turnover has been much faster.

Mr. Hall: You say you can't do anything about municipalities. I suppose you do send a reminding letter that there is this file and

that you haven't heard from them though, do you?

Mr. Farrow: Yes sir. We carry on a system whereby, after 60 days, we do notify the municipalities that we have not heard from them. One of the other main programmes is a notification to the applicant within 90 days of his making an application to us, of exactly where it stands. We find that it is the applicant who is in the best position to chase up the local agencies. In many cases they tell us that the application is in with the concurrence of the local municipality, but nevertheless the local municipality is usually the last agency to reply to our circulation.

[5:30]

Mr. Hall: In the event of a negative comment from someone other than a municipality—let's say from one of your ministries—does this mean that the project is put aside? Or does it mean that you have further dialogue with them and make a decision whether in the overall context the comment is valid or not? How does that work?

Mr. Farrow: Just as you said, sir. If we evaluate the information which has come back to us from various agencies and from our own evaluation, and if there is one or perhaps two agencies which are recommending against the application while everyone else seems to be in accord with it, we will try to work out a solution to the problem raised by that one or two agencies. This, by and large, takes most of the time of my staff, with processing of both subdivisions and official plans.

There is virtually no application we get before us now which doesn't have a recommendation of turndown, by either a provincial or a municipal agency. In order to make sure that these things get approved, my staff meet with the individual agency and we will bring in the municipality if this is necessary to get together with the developer. Then we try and work out a compromise solution, or try and satisfy ourselves that the problem raised by that agency is not enough to hold up the approval of the whole application.

Mr. Hall: Supposing you can't negotiate. Who calls the shot?

Mr. Farrow: The Minister of Housing.

Mr. Hall: Vis-à-vis an adverse comment, say, from the Escarpment Commission, would the Minister of Housing have the decision on that?

Mr. Farrow: Yes, sir.

Mr. Hall: But now, under the new regulation that's proposed in the House, would they have the right of appeal against your decision?

Mr. Farrow: Not with regard to, say, an official plan approval or a plan of subdivision. They could ask that the application be referred to the Ontario Municipal Board.

Mr. Hall: And then, of course, there would be a hearing and the Housing Ministry would have to present its point of view.

Mr. Farrow: Yes, sir, that has happened on one or two cases.

Mr. Hall: When there is a hearing then, what is decided by the OMB is the final say unless it's further referred to cabinet. Is that correct?

Mr. Farrow: Yes, sir.

Mr. Hall: This leads me to a question. I'm most familiar with my own municipality, of course, and in our area—particularly in the town of Grimsby—we went through almost five years before we got an amended official plan and zoning bylaw. During that time regional government came into the picture. The departments—it was prior to TEIGA—changed their thinking. However, in 1974, after some delays, a hearing was held by the Ontario Municipal Board and an official plan was adopted as well as a revised zoning bylaw to accompany it.

However, having just done that relatively recently, the Niagara Escarpment Planning and Development Act or whatever it is came into being, and we have ongoing studies as to urban area boundaries. So it would seem that even though matters are purportedly settled after a good dialogue over a period of years, and a lot of money spent, and thinking supposedly crystallized, what we had in 1974 still seems subject to challenge.

I think that some of you people are aware of the general situation I'm talking about. I'm wondering what the answer to all this is; or is this just going to continue this way forever, where you think you're set and you find out that you're not set? If it happens in our area, it must happen in a lot of areas.

Hon. Mr. Rhodes: I'm sure that the general thinking will change. I think you'd be the first to agree with me that if we go back a few years, it was not too long ago that people were not that concerned about the Niagara Escarpment as far as the preserva-

tion of it—and then it became a very real concern. They wanted to preserve that area and to cut down on the amount of development that was taking place.

There's bound to be some changing of thinking as time goes on, just as there has been considerable change of thinking in the minds of municipalities who have submitted their official plans after, as you suggest, a lot of discussion and a lot of changing of minds in the process of developing the official plan. And then after the official plan has been adopted, very shortly after that, the municipality then applies for an amendment to the official plan—they've decided they'd like to change their minds. So, I think you're right that we're always going to have people changing their minds—and it's going to change the intent of the official plan, and going to change the land use that's proposed for particular areas. I guess the same would apply in the provincial area, too.

Mr. Hall: Is it a fair statement to make though, Mr. Minister, that having gone through a rather deep process with public hearings and arriving at an official plan and a zoning bylaw—and it delineates the future and the time sequence of events within a given area for the future—that notwithstanding other developments and other agencies, that that official plan and zoning bylaw should be the base criteria and should govern unless it's very badly challenged by some new line of thinking?

Hon. Mr. Rhodes: This is what we're doing.

Mr. Hall: I'm trying to find out which is cardinal and which is secondary here.

Hon. Mr. Rhodes: I think for the most part the official plans are adhered to, and for the most part it's the document that is used for any decisions that are made. But, again, I suggest to you that the official plan is a document that is subject to amendment. To follow along with your thinking, if I read what you're saying correctly or understand it, I would assume that you're saying that once an official plan has been adopted, that there should be at least a period of time when no changes will be permitted.

Mr. Hall: I think that normally in the construction of an official plan you might have, say, an area in a deferred category until services come along. When those services come along it's really not much of an amendment of the official plan, it's really more of a zoning amendment than an official plan amendment. In the context of

having been thought out before and approved by the people involved before, therefore it should be permitted to go through fairly easily.

Hon. Mr. Rhodes: I think I could ask Mr. Farrow to comment on the number of requests that we do get from various municipalities for amendments to their official plans. An official plan is accepted and adopted by all the parties involved and concerned, and then applications to amend come forth quite extensively. Something happens in the community where there's a need to change from what is now, say, residential. It's decided that it would be better for the community if it could be industrial, or it's decided to change for recreational purposes. And these applications are made to us. I don't know how many we would get, Mr. Farrow, but there's quite a number of them.

Mr. Farrow: Yes, sir, there are a great number in that category. One of the comments Mr. Hall made was that when a plan is prepared, and if the government is going to change things, then there should be good reason for this. I think that, by and large, sir, we do insist upon the other agency proving their point. The minister has indicated on various occasions, specifically with the Niagara Escarpment Commission, that he was going to go along with the local and regional municipality in those matters where there had been official plans, unless the commission could clearly demonstrate to him that it was going to interfere with the plan which they were commissioned to prepare. There are some instances where we agree that the local planning will have to be changed, even though it has been recently approved. We have indicated we don't want to go along with development that may be in accord with that until the commission gets its plan done.

There have been many other cases where the commission has suggested to us no development should take place because they are in the process of preparing a plan and where the minister has said in his opinion the wishes of the local municipality and their existing official plan should be adhered to. I think you're aware of cases in your own municipality where we have approved subdivisions that the commission has objected to. We have advised the commission in other cases that all of the things they're asking for cannot be granted.

Hon. Mr. Rhodes: I think on the same lines too that it's interesting to note, as you watch the reports coming in from the hearing

officer on the Niagara Escarpment Commission, the number of times where applications have been made to permit development in the Escarpment area that we have turned down because they are in contravention of the official plan. Many of these that come across my desk are cases where people are trying to put a development into their particular area that does not conform with the official plan. It looks like we've got a vote.

Mr. Cassidy: I imagine, unless it's a quorum, it will be the vote on the GAINS thing. It will take place in about 10 minutes.

Mr. Hall: We are going to continue on until someone tells us, I assume.

The Escarpment Commission has to be discussed a little bit here, if you'll bear with me, because it is in plans administration and it's one of these overlaying factors. We have an official plan, we have a zoning bylaw, we have an Escarpment development control and we have urban area boundaries. Infused with that, we have local government thinking, regional government thinking, TEIGA's thinking and the general function of the community planning branch and plans administration. It does get to be a pretty heady thing, it seems to me.

My point is that in terms of trying to seek something that's too simple, I would like to think we could give more weight to the work that has been done in depth, such as an official plan and zoning bylaw, as opposed to the comments of someone who may or may not be too closely involved in an area. But, unfortunately, when these comments are made pro or con, they may carry undue weight in the minds of the listener. In the Niagara, say, region, if they receive an adverse comment, despite everything that's been done in the past, they may say: "Gee whiz, the Escarpment Commission said this, so I guess this must be so."

The Escarpment Commission set up in the first instance a very broad planning area, in my mind, because it certainly was not Escarpment only, it was lake plain and highland planning as well. In our community it's a couple of miles out in the lake, if you look at the maps. Down in Brock riding it covers pretty well the whole Niagara township which is all flat farmland. Then they detailed the area of precise development control where permits would be required to be applied for and where zoning bylaws would be set aside.

Outside that precise line described by lot and concession, meets and bounds and what have you, what is their degree of authority,

because they do not suspend the zoning regulations outside the area of development control? They don't require individual development permits outside that area of development control, and yet they are still there. What is their degree of authority over such areas?

[5:45]

Hon. Mr. Rhodes: To the best of my knowledge, and I stand to be corrected, it seems to me that their area of control is pretty well defined by their Act. They have authority in that area, which is subject to development control. Subject to Mr. Farrow saying they have expanded that—

Mr. Farrow: They have expanded that!

No, they were originally given the right to comment on any area within the planning area, and the planning area goes well beyond the area of development control. The planning area is that which runs down toward the lake; the area of development control did not run that far. Part of the agreements that were made originally when the Niagara Escarpment Commission was established and the planning area was established, was that all plans of subdivision and all official plan amendments which we process would be circulated to the Niagara Escarpment Commission for their comments. That is where they get involved with the areas outside of development control. Both within and without these areas they comment, and both within and without the minister may or may not accept their recommendation.

Hon. Mr. Rhodes: There is just one other point I want to make. Mr. Farrow will probably not be available to us on Wednesday, which may somewhat hamper our discussions. He will be attending a meeting between the Niagara regional council and the Niagara Escarpment Commission in the hope of resolving some of the concerns which you are expressing.

Mr. Hall: It might be more fruitful for me to go with Mr. Farrow on Wednesday than to stay here.

Hon. Mr. Rhodes: That might be all right.

Mr. Hall: You would like that, would you?

Hon. Mr. Rhodes: I would love to have you here, but maybe that is true; maybe you should go.

Mr. Hall: I'm just kidding.

Mr. Chairman: Before we continue, I would like some guidance from the committee as to when we will meet next.

Hon. Mr. Rhodes: Wednesday.

Mr. Chairman: Are you prepared to meet on Wednesday?

Hon. Mr. Rhodes: I'll be here on Wednesday if I have got to strap myself to the chair.

Mr. Chairman: Okay.

Mr. Cassidy: The straps broke the last two weeks. We are due to meet Wednesday, Mr. Chairman, and I think we should do our best to stick to that. I understand we lose Friday this week because of the Conservative convention. It is your first annual meeting in four years?

Hon. Mr. Rhodes: It's an annual meeting.

Mr. Chairman: Annual meeting.

Mr. Cassidy: It's the first one in years, though.

Mr. Johnson: Is it 2 p.m. Wednesday?

Mr. Chairman: Is that satisfactory with the critics and the minister?

Mr. Cassidy: It's satisfactory by us, Mr. Chairman.

Mr. Hall: Mr. Farrow, is your meeting in the morning or afternoon?

Mr. Farrow: In the afternoon, sir.

Mr. Chairman: Two o'clock on Wednesday?

An hon. member: Wouldn't it be better to have it in the morning?

Mr. Chairman: I was wondering if you would be able to have some dialogue in the morning.

Mr. Cassidy: With respect, Mr. Chairman, that's what was suggested last time and we wound up losing the Wednesday completely.

Hon. Mr. Rhodes: I am prepared to be here Wednesday morning, Wednesday afternoon or whenever the committee wishes. I was prepared to be here last Wednesday morning but apparently it wasn't acceptable to all.

Mr. Cassidy: I don't know what happened to the Chairman. If members of the committee want to meet all through on Wednesday in order to make progress, that is fine by me; but I am not prepared to see us trade the morning for the afternoon.

Hon. Mr. Rhodes: Then we will meet in the afternoon.

Mr. Hall: Just before Mr. Farrow leaves in about 10 minutes, and Mr. Wronski ties into this question—you mentioned several areas where the subdivision approvals had been delegated, but you did not mention the region of Niagara, I believe. They have been going quite a while now, several years—

Mr. Wronski: I just missed it, yes.

Hon. Mr. Rhodes: They have it.

Mr. Cassidy: They just got the okay.

Hon. Mr. Rhodes: No, they have had it all along.

Mr. Farrow: No sir, Niagara have not yet requested the delegation of subdivision approval. They are commenting to the Ontario Municipal Board on the two different delegations that have been given to them; the original one was on bylaws and the other is subdivision approval. There are several of the regions that have not yet requested subdivision approval. All those that have requested it have been given it or are in the process of giving it; the latest is Muskoka, and we have advised them that they will get it as soon as they sort of go through the paperwork of the order in council, etc.

Mr. Hall: So it is on the basis of their request, eh?

Mr. Farrow: This is because we have asked them to satisfy themselves that they can meet the requirement and assure us that they will in fact speed up rather than slow down the subdivision processing. Some of the regions do not feel that they are yet staffed to do that; they are involved with the preparation of their official plan and want to put most of their effort into that preparation before they take over the day-to-day administration of such things as subdivisions.

Mr. Hall: I have to comment that if you ever heard one reason that was justified for regional government, it was planning. In Niagara it started, I believe, on Jan. 1, 1970, which is roughly six years and five months now and they still do not have an official plan. They still apparently qualify to have this planning procedure at subdivision approval level delegated to them. Yet other areas that have only been in position for two years are off and running. What is the problem here?

Hon. Mr. Rhodes: Well, I think as Mr. Farrow has pointed out, Mr. Hall, the region has not requested that particular authority, for its own good reasons; that it is as you suggested still working on its official plan.

Mr. Hall: They haven't put one forward yet that you will accept. I think this is true. They have put one forward, but it is not accepted.

Hon. Mr. Rhodes: We ran into some difficulty with, in particular, the Niagara region. I think you are well aware of the agricultural land situation. It has caused us some concern and we have been trying to deal with them and the Ministry of Agriculture and Food as a result of it. I think it's fair to say too, don't be too enthusiastic about the regional governments taking on the subdivision approvals, because if you look at the figures of approvals in the regions that do have it, their record is extremely poor when it comes to approvals on subdivisions, and we can produce some figures that are a bit shocking.

Mr. Hall: I didn't discuss it at all with any thought of whether it was something to be looked forward to or not. If it does not appear to be working, Mr. Rhodes, I suggest to you that's a criticism of the whole concept, because the name of the game here is to produce more housing and if it is working adversely then I would be all the more upset wherever it is working adversely.

Hon. Mr. Rhodes: Are you referring to the delegation of the authority or are you referring to the regional government in general?

Mr. Hall: I am referring to the problem of getting houses on the market for people to live in.

Hon. Mr. Rhodes: Don't duck the question. I want to know what you are referring to so I can answer.

Mr. Hall: You are the most questioning minister—

Hon. Mr. Rhodes: Well, you make a statement—

Mr. Cassidy: Perhaps he's questionable as well.

Hon. Mr. Rhodes: You make a statement that the whole concept isn't working, and I am simply asking if you are referring to regional government per se or are you referring to the delegation of the authority?

Mr. Hall: It's hard to track down, Mr. Rhodes, as to what part is not working, and this is why I have listed nine agencies that seem to have some say. I say to you, we knocked ourselves out to have an official plan and zoning bylaw and we thought we had something working in one small borough, and two years later we are still faced with contravening authority all the time. This is the nub of the problem.

Mr. Chairman: I am told that the vote in the House is to take place, they hope, at 5:55.

Hon. Mr. Rhodes: It is 5:55 now.

Mr. Chairman: As it is 5:55 the committee will now adjourn.

Mr. Johnson: Till 2 o'clock on Wednesday?

Mr. Chairman: Do you want to speak on this item?

Hon. Mr. Rhodes: Or will this item carry?

Mr. Cassidy: No.

Mr. Chairman: We will meet at 2 o'clock on Wednesday.

The committee adjourned at 5:55 p.m.

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 Kerrio, V. (Niagara Falls L)
 Makarchuk, M. (Brantford NDP)
 Rhodes, Hon. J. R.; Minister of Housing (Sault Ste. Marie PC)
 Williams, J. (Oriole PC)

Ministry of Housing officials taking part:

Crosbie, D. A., Deputy Minister
 Farrow, G. M., Executive Director, Plans Administration Division
 Snell, R. R., Director, Communications Branch
 Wronski, W., Assistant Deputy Minister, Community Planning

Ontario. Legislative Assembly



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SUPPLY COMMITTEE—2 ESTIMATES, MINISTRY OF CONSUMER AND COMMERCIAL RELATIONS

OFFICIAL REPORT — DAILY EDITION

First Session of the Thirtieth Legislature

Tuesday, May 11, 1976

Afternoon Session

Speaker: Honourable Russell Daniel Rowe
Clerk: Roderick Lewis, QC

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LEGISLATURE OF ONTARIO

SUPPLY COMMITTEE

TUESDAY, MAY 11, 1976

The committee met at 3:10 p.m. in committee room No. 2.

ESTIMATES, MINISTRY OF CONSUMER AND COMMERCIAL RELATIONS

(continued)

Mr. Chairman: The committee will come to order.

Mr. Moffatt: Mr. Chairman, as I suggested when we were concluding last day, I think it would be advisable for this committee to deal, at some length, with the rather topical issue of aluminum wiring and the advisability or inadvisability, either one, of its use in construction. I suggested last day that I would like to have the committee hear people from both sides of this particular issue so that the people on the committee would be better informed.

Mr. Chairman: Mr. Moffatt moves that this committee invite Mr. Robert Jerabek and Mr. McTaggart-Cowan to appear before this committee in order that their views, and data regarding the installation and use of aluminum wiring in homes, may be put to members of the committee.

Mr. Moffatt: I realize we won't be dealing with that question until we get to the building code, probably, but I felt it was wise to make the motion at this time so that when we do get to that issue we'll be able to have those people notified in time so they could be here.

Mr. Chairman: Mr. Moffatt, perhaps you could pin it down a bit. I take it the motion has reference to vote 1303, item 6, under the building code.

Mr. Moffatt: Yes.

Mr. Chairman: And at that time, you wish certain individuals to appear. Such interrogations as I've made is this particular matter indicate it is certainly not beyond the power of this committee, but it does breach precedent from the past. However, we live in a new domain and demeanour, or whatever it is

we live in. It's perfectly in order and it is up to the committee's disposition as to how this will be handled—the calling of external witnesses before the committee. We do it in the Justice committee, of course, and in a wide range of matters; but never previously on estimates, to my knowledge.

Has the minister any thoughts on the matter?

Hon. Mr. Handleman: Mr. Chairman, I guess the only thoughts I have is that they are going to be turning the estimates committee into a three-ring circus, because there are a variety of items where you might want to call outside witnesses. You never have before and for a very good reason, I think. First, there is the limited time with which to deal with estimates; and that's the purpose of these committees, to deal with the estimates. Obviously if you want to deal with the merits of any programme within the estimates it's within the power of the committee to do that, and I don't deny that.

I am concerned about the precedent that's being established. To the best of my knowledge, it has never been done. Of course I defer to your much longer experience than mine in this forum, but I really do feel that if I wanted to prove a point I could ask to have the committee hear from 20 other witnesses in rebuttal to the witnesses Mr. Moffatt has moved be brought before the committee. Now if the committee does not want to hear both sides, and it is quite obvious from that motion that Mr. Moffatt doesn't, because he has asked two proponents of a ban on aluminum wiring to appear here, I think this is obviously not in order. I would assume that if you are going to do it, you're going to have people appear who will rebutt the testimony given by Mr. Jerabek, Mr. McTaggart-Cowan, both of whom recently appeared in a public forum in Toronto suggesting a ban on aluminum wiring.

We will have some technical people here, but the building code people depend greatly on outside agencies, the normal regulatory agencies in this field, and we would want their expertise if Mr. Jerabek and Mr. Mc-

Taggart-Cowan were to be brought before us.

Mr. Chairman: Before we launch into that, just let's see what the parameters of our responsibility are. In Votes and Proceedings, No. 2, on setting up of the committees, there is a clause on page 8 that says:

All standing committees shall report, from time to time, their observations and opinions on the matters referred to them, with power to send for persons, papers and records.

Now for the debate.

Mr. Moffatt: Mr. Chairman, I'm cognizant of the minister's views as he has just expressed them, and the intent of my motion is not to put forth a simply one-sided debate. I think it would be perfectly in order if people who are in favour of the continued use of aluminum wiring and its receptacles and fixtures, were in attendance and in fact did speak to the committee. The purpose of the motion is to make sure the members of this committee are informed.

My reason for raising it, primarily, is this particular notice, which I'll give to the Chairman, which I received in my Hydro bill last month which states four important facts about aluminum wiring; and the following statements are made: "Aluminum wiring is not a fire hazard." It then points out, what to watch for. It says what to do, and it then asks the question: "Do you have aluminum wiring?"

To my way of thinking, it sincerely poses the view there is no difficulty with aluminum wiring. I don't intend to pretend there is a difficulty with aluminum wiring in itself. It is simply that when aluminum wiring is brought into contact with the other types of metal and other kinds of fastenings which occur in a receptacle or switch that you tend to have difficulties.

I would also like, Mr. Chairman, to leave you with a copy of a brief, which while it isn't really directed to this committee, is a brief which was presented to the Standards Council of Canada and explains quite fully the objections which Mr. Jerabek has to aluminum wiring.

[3:15]

I realize that Mr. Jerabek has a particular view and is quite vehement about putting his view forward. There has been some question as to his qualifications to act as an advisor or a critic on any electrical issue. I have put around the table, and if you don't have one I will give you an additional one,

a résumé which was mailed to me by Mr. Jerabek. I would also like to point out that McTaggart-Cowan, the other person named, was a former chairman of the Science Council. If anyone wishes to question his scientific background, I think perhaps that background and that experience might be of value to the committee.

It is not my intention to go on a witch hunt either. I think of it as being in the interest of making sure the public knows there is some kind of consumer protection when there are questions such as those that surround aluminum wiring, that it is important. If the particular motion or the suggestion would be better dealt with in some other part of the estimates, that is fine with me. I think it is a matter of consumer protection and I think what we would be doing by taking this particular tack would be to change in some degree the whole thrust of the Ministry of Consumer and Commercial Relations to make it a ministry, as I pointed out last day, which should more properly be one of advocacy on the part of the consumer rather than one of being a passive observer of consumer transactions.

I will table these items with you now; and I would urge the committee members to support the motion.

Mr. Renwick: Mr. Chairman, I was not aware of the substance of the motion. I knew the intent of my colleague in moving the motion.

I am concerned about the precedent aspect of it in the midst of the estimates. The estimates are for the purpose of inquiring into the proposed expenditures by the ministry and the implementation of their various programmes.

I certainly think, therefore, that the questions should not be dealt with during the course of the estimates themselves. If, however, the committee were to feel that at the conclusion of the estimates, or on a special occasion interrupting the estimates but not as part of them, that this was an item which deserved at least some attention by the committee, then I think that is perhaps a compromise but a different way of looking at it.

It does seem to me, with the limited amount of time available for discussion of the estimates of the government, that we are embarking upon a course of action which could encroach severely on what is already an extremely limited time to deal with the ministries of the government.

I think that if this matter was to be raised simply for the purpose of my colleague mak-

ing certain that the ministry understood the other side of the question—and I am not pursuing for the moment that they haven't looked into the question—that that needed reinforcing from the point of view of the consumer in the Province of Ontario, then I think the way, not necessarily the proper way but a suggested way to deal with it, would be to set aside a specific hour or a specific three-quarters of an hour to have whatever submission is going to be made, whatever questions asked, and then terminated. That presumably would disclose whether it was a matter which needed further investigation, either through the auspices of the ministry itself or by some comment when the estimates were referred back to the assembly about the importance of this matter from the point of view of the building code.

Much as I would like to support my colleague's motion for it to be considered during the estimates dealing with the item relating to the building code, I would be very loath to interrupt the consideration of the estimates to allow that to become a source of argumentation at the time, but I would certainly suggest the alternative procedure if the committee feels that it should be, at least in a preliminary way, looked at. Certainly, in the time available, we're not going to be able to come to any definitive conclusion on this specific question anyway; if there is a question.

Hon. Mr. Handleman: Mr. Chairman, I wonder if I just might point out what I see; not the danger of the motion but the danger of the precedent. As you know, anybody who has looked at our ministry chart can see the wide variety of technical subjects we deal with and others which are perhaps less technical but in which public attitudes are pretty ambivalent. I refer now, for the first time, to the Liquor Licence Board. It's quite possible that any member of the committee could bring before us the widely divergent views on liquor consumption and control and ask to have—and these are all legitimate points of view in this province—the WCTU, the restaurant owners and others appear; and you could have a debate on this kind of thing go on ad infinitum. I just feel that it is a dangerous precedent.

Mr. Renwick's suggestion is one to which I have no objection. We could debate on aluminum wiring at any time; we could bring in our support staff, along with the Hydro people and the Standards Council of Canada. The latter rejected the brief, which it dealt with it at some length in one of its meetings. These people are the experts and I think we

should hear from them if it's a matter of public concern; but certainly, the purpose of this committee is to deal with the expenditures of the ministry and to justify them.

Mr. Chairman: The Chairman feels, and will try to prevail upon the mover of the motion, Mr. Douglas Moffatt, to broaden it out in terms of equity, that is that the ministry be able to produce adverse witnesses, possibly restricted in number, but possibly two to meet the two individuals cited here.

Secondly, the Chair would try to prevail upon Mr. Moffatt to place the matter over to the end of the estimates, at a specified time. I have a particular problem on that, granted that that might be satisfactory to all concerned.

The suggestion from Mr. Renwick is that that not be considered part of the time of the estimates and I would love to have some direction on that.

Mr. Renwick: I'm sorry. I don't mean for a single moment to suggest that we could over-rule the rules of the House, with respect to the allocation of time. From the point of view of calculation of time, it's got to be considered that way, but I wasn't trying to get into the clock question. I was simply trying to say let's deal with the estimates then set aside a specific period of time to have an initial look at this problem; to see whether or not anything further need or should be done, either by the ministry or by the House, or whether it should be included as part of the report of the estimates of this ministry when they are reported back to the House.

Mr. Chairman: What time limitation? Go ahead, Mr. Moffatt.

Mr. Moffatt: To respond to your two comments, Mr. Chairman. First of all, as I indicated earlier, I have no compulsion at all about having other people. If there are sides contrary to what Mr. Jerabek and McTaggart-Cowan might say, then I think by all means hear them. The purpose of the motion, as I indicated, was so that the members of the committee would be better informed. We may well decide that Mr. Jerabek's comments and Mr. McTaggart-Cowan's comments, are completely out of order. We may, however, decide, after having heard both sides, that something further needs to be done.

I don't care where we deal with the issue, whether it be today—although that obviously poses problems—or at the end of the estimates; either one is appropriate. But to

respond to what Mr. Renwick has said, I think I would be very concerned that we not deal with this question in some sort of passing manner and not have anything on record as ever having dealt with it; that we have the questions, the comments and the opinions on some kind of written record.

I'm not a parliamentarian as are others in this room. I have no idea what the problems of precedents may be. It may be extremely difficult. It may cause all of the problems to which Mr. Handleman has alluded.

On the other hand, there are issues which come along from time to time, such as this, which I think as legislators we would be remiss in not dealing with. I could simply say I think that if we want to put it at the end, that's fine, that suits me perfectly; but I would like to see the comments pro and con, and the comments of this committee, on record so there will be some kind of on-going study, if indeed that becomes appropriate.

Mr. Singer: Mr. Chairman, it's an interesting suggestion. I'm wondering somewhat about the mechanics of it. I think this year again we are being manoeuvred by government so that we're going to run out of time. We have these estimates which are going to take a fair length of time; we have the Ombudsman's estimates, which I suspect might be somewhat controversial; we have the Solicitor General's estimates; we have the Attorney General's estimates; and I gather the House leaders have been mumbling quietly to each other about June 10 or something like that and we've also got a time limit.

I don't deplore this exercise at all. I think it's a good one, but I wonder if it really is an estimate matter and whether it couldn't come, or shouldn't come, in a separate meeting other than with this committee sitting as an estimates committee.

There has been great controversy about the use of aluminum wiring and I'm very interested in hearing those who think it's being handled properly and those who have some reservations about it. I'd like to have some input into that kind of discussion. I think it's a very important matter. I've heard what the minister has said from time to time and there is another story, apparently, Controller Trimby—

Mr. Moffatt: Trimmer.

Mr. Singer: —Trimmer from Scarborough, phoned my office today and left a message that she was very concerned. She wasn't

quite satisfied that it was safe and there would be representations made. I think somewhere along the line there should be a forum where that is provided.

I don't know, I'm of two minds. I'm not anxious to give over estimates time. On the other hand, I think this committee might be the appropriate committee as it deals with this minister, to both sides of the question and see what the committee might think about it.

Mr. Chairman: Would the minister have any comments on that possibility?

Hon. Mr. Handleman: None.

As you know, Mr. Chairman, the rules are quite clear. The standing committee can call before it persons and things, which presumably means all of the printed evidence there is and the people who are in a position to provide technical data to us, and I have no objections to that if we can fit it in with the operations of this committee.

Quite frankly, our ministry is involved only to the extent of the building code and we rely greatly on the advice we get from outside agencies, meaning primarily Hydro and Canadian Standards Association. So if we were to call people who are the experts in the field, I think we would have to ask those people to provide us with evidence. I'm sure Hydro would be willing; I don't know about CSA, but certainly it wouldn't hurt to ask them.

Mr. Chairman: On this alternative proposal, of course, a motion would have to go through the House giving and granting this particular committee this jurisdiction and power.

Have you any comment on that possibility, Mr. Moffatt?

Mr. Moffatt: You catch me unawares, Mr. Chairman. As I've said before, I don't know how all of these wondrous things happen in this place yet. If you will assure me that somewhere, in the next month or so, we can deal with this topic in some length, so that there is a recorded Hansard, or whatever you will of the proceedings so that people will know the Legislature did deal with it, I'll accept that if you can assure me of that. If you can't assure me of that, then I want the original motion to stand.

Mr. Chairman: With the storm outside and the general disposition of affairs in the province, no one should have the temerity to grant you a plenary assurance.

However, it has been handled by way of an amicable agreement among the parties on previous occasions, that a time allocation be made; that everyone is agreeable to do so and a motion be proposed to the House. I would suggest we do precisely that. I am extremely jealous of the time of this committee, and it will be more time consuming than we anticipate, it always is. The minister is open and disposed in this regard, what we do is say that before the House rises we will endeavour to obtain a hearing specifically directed to this matter. Would that satisfy you? I mean, if it didn't come before we rise, it would certainly, I anticipate, come in the fall. You want an early hearing and we all do. We will do our very best to get it.

[3:30]

Mr. MacDonald: Mr. Chairman can I have clarification on one point? I don't want to get back into some of the history of committees and the extent to which they were hamstrung in this Legislature, but they were hamstrung to such an extent that it provoked some of the investigation of the Camp commission and now a select committee that is looking at the recommendations of the Camp commission as to how the rules of committees can be made more meaningful and, for members involved in it, a more meaningful sharing in the decision-making, investigating and things of that nature.

Were you, in effect, saying that you followed the line of reasoning of Mr. Renwick, in that you don't want to take time from the estimates themselves because that is precious time? I agree with Vern Singer. I think, whether or not the government is doing it deliberately, we are going to end up manoeuvred into a position without having adequate time to deal with important estimates. So we don't want to take that time. But can this committee not, of its own decision, say after the estimates are finished, hold a hearing on a day to be appointed without having to go back to the House?

Mr. Chairman: I do think we have that power, yes.

Mr. Renwick: Mr. Chairman, if I may, I would like to move that the motion be tabled until 8 o'clock tonight to give the Chairman an opportunity to consider whether or not we can deal with it in that way. Because of the very question which my colleague, Mr. Singer, has raised, if there is some authority in this committee to say we will set aside an hour after the estimates which will not be part of the estimates time, let's do it now.

I don't really think that, in the absence of an absolute guarantee from the Chairman, your remarks about us meeting again are really worth very much.

Mr. Chairman: I take that as an attack upon the Chairman's integrity.

Mr. Renwick: I would like to tie it down. If you come back at 8 o'clock and say that procedurally it is not possible, that's one answer. If you come back at 8 o'clock and say yes, we can consider it and not at the expense of estimates time, fine; or if we come back and say yes, we can consider it but only at the expense of estimates time, I think that information is essential before I, as a member of the committee, would want to deal with it.

Mr. MacDonald: And whether or not it is within the power of the committee to make that decision or whether it has to go back and seek authority from the House. I hope not the latter, because I think that's a hamstringing—

Mr. Renwick: Yes, that would never happen.

Mr. Chairman: You so move, do you, Mr. Renwick?

Mr. Renwick: I so move.

Mr. Chairman: Do you accede to that movement of the motion?

Mr. Moffatt: I always accede to Mr. Renwick's suggestions.

Mr. Chairman: All right, it is tabled until 8 o'clock tonight for further consideration. We are at vote 1301, item 1, main office.

On vote 1301:

Mr. MacDonald: Mr. Chairman, I have a number of points I want to raise on main office, and I think it's the appropriate place because it is a bit of a potpourri. May I ask the minister, by way of a general question to begin with, to what extent is your ministry acting as guardian of consumer interests by maintaining a continuing surveillance and involvement in food pricing?

Hon. Mr. Handleman: Not to any large extent. We have done some specific surveys of food prices in various parts of the province as part of a more general survey. We did one in the northwest and food pricing, as I recall, was very definitely a part of that. But it was more to ascertain some of the flaws in consumer education that we had suspected were there and to add to our gen-

eral store of knowledge. We do not, to the best of my knowledge, do a routine survey. I think that that has been farmed out to the Food Council under Agriculture and Food.

Mr. MacDonald: Well you gave me the answer I want. Now I shall proceed.

Hon. Mr. Handleman: If I had known that, I would have given you another one.

Mr. MacDonald: I suspected so. That's why my question was an open-ended question.

On Sept. 18, 1973, there was great interest in food pricing, because of the skyrocketing prices at that period. One of your predecessors, John Clement, spoke at a convention that was held and sponsored by him in the Royal York Hotel. He gave a speech and I want to touch on a few points in that speech, because it was a very hopeful speech.

I just want to suggest by way of a brief aside that it is my own view—and I'm not going to argue and document it at a great length now—that the concern for food prices is a continuing one in spite of the fact they have stabilized for the moment. Many of the factors that resulted in high food prices are still there, although the people have become lethargic and perhaps disinterested, but I don't think you and your ministry should be disinterested because of the contribution of some of these factors to unnecessary high food prices.

I was rather interested, in view of the remarks you've just made, that when Mr. Clement made that speech he said:

Our role will take time to develop but I think we've a real contribution to make. The second purpose, with regard to the conference, is the necessary shaping and definition of a positive provincial role in the resolution of food price problems.

And then he went on to raise a number of things. I want to raise them with you to find out how much you've done, how much you're doing, or whether, as you've just indicated, you've dumped the whole thing over to the Food Council.

For example, he said:

My ministry's expertise is in the registration and the inspection of businesses, and I think it is in this same general area that we can have a positive impact on the food marketing system. As I noted in my statement of August 20 on food prices, we're moving as quickly as possible to develop a Business Practices Act that will

clarify acceptable and unacceptable trade practices.

Now obviously that's broad in its scope, not just food, but to what extent have you done that?

Hon. Mr. Handleman: When you're talking about acceptable and unacceptable trade practices you're not talking specifically about price, except in terms of unconscionability. So we're talking more in terms of marketing techniques, promotion techniques, than simply price. Now misrepresentation of price would be considered to be an unacceptable trade practice under the Business Practices Act.

Mr. MacDonald: I really appreciate the answers you're giving because they're justifying my subsequent questions so much down the line.

Hon. Mr. Handleman: I think that's what Mr. Clement had in mind. Just one thing, we didn't dump this onto the Food Council. I think changes in responsibility take place from time to time and this happens to be one that the government decided belonged with the Food Council.

Mr. MacDonald: I'm glad to note that will be on the record and I shall take it to the appropriate estimates, because I've always tried to figure out what the Food Council really was doing or what their terms of reference were.

But on these trade practices let me come back to a point I raised with you in the House a few weeks ago, and with respect I thought your answer was highly unsatisfactory; the question was what the government was willing to do to protect the consumer in light of the growing range of comments and concern because of the impending institution of computerized checkout counters. This is not a new development, it's been in the mill for 10 years. It's so certain to come that the supermarket industry, often because they control the manufacturers through the giants that are in the supermarket industry, have by the end of this year 75 per cent of all the products in the supermarkets with the **UPC, the Universal Product Code**, on them so that it can be scanned.

Now nobody's objecting to it coming in as an advance in technology, there's no point in standing in the way of progress. But what the objections are is that the supermarkets are saying this will make it possible for them to eliminate individual pricing on the shelves so that the shopper can't find out exactly what the price is. He can see it because it's on the front of the shelf, but he throws the

product into his basket and he gets along and he can't do comparison shopping.

In the United States, and this is a real up-to-date point since the query I put to you in the House, Mr. Minister, in the New York Times there was a report of a supermarket industry subcommittee that has recommended individual item pricing be voluntarily retained by stores. On that committee were representatives of two or three supermarkets, representatives of consumers, representatives of labour and various other groups. They have now agreed voluntarily. Originally they dismissed all the arguments against removal of individual pricing as depriving the consumer of a comparison shopping technique. But now they are bowing to the consumer.

There's no evidence in Canada that the supermarkets in this country are going to follow this lead; they're moving inexorably towards removal of individual pricing. Your only reply to me in the House was that rather fatuous supermarket proposition that they would give each shopper a grease pencil as he came in and if he wanted to mark the individual price on his product he or she could do so when they took it off the shelf and thereby have maintenance of individual price marking. Why don't you, in a fair trade practices Act, do what has been done in four or five states in the United States, and what is under consideration in another dozen or so more, to preclude the possibility, as the consumers association and many other people are arguing, of the elimination of this technique for comparison shopping?

Hon. Mr. Handleman: Well first of all, at the time you asked the question, the only store using the computerized checkout and the universal pricing code or product code was Steinberg's store in Dorval. We now have, in Ontario, the IGA store in Tillsonburg, where they either have in the past few days, or will very shortly, within the next few days, be instituting it. We have established, in conjunction with the consumers association, the industry and our own ministry, a committee to examine all of the problems involved—and that's just one of them—in this new system.

Pending any report from that committee the supermarket, which will be serving as the pilot project for Ontario, has agreed to continue individual product pricing. They have voluntarily agreed to do this and we are quite prepared to accept that agreement. I just don't feel we have sufficient information. You say it's nothing new, and it isn't, but it is new in this jurisdiction. We have sent our people to Dorval. We have examined the

kinds of arguments that have been put forward by the consumers association and by individual consumers. We have some of those, we are examining them.

I received one last week which seemed to me to defeat itself. The woman said the primary reason for having the individual pricing was so that when she got home she would have a means of comparing her previous purchase with the new one. In other words, how much has the price gone up? Although I haven't seen a reply drafted to that yet, I am sure our reply will point out that the computer check print-out will contain a great deal more information than any container ever contained; therefore she will be able to save her tapes, which is much easier to do than save an old ketchup bottle, or whatever it was that she wanted to compare, and see that on May 2 she paid 49 cents for Heinz ketchup and on May 15 she paid 51 cents for it. It will tell her the brand, the size and the product.

Now as I say I am not arguing against individual pricing, but some of the arguments that have been made are just not well founded, so we are looking at it. We have this committee, under Mrs. Staffl, our senior economist, and Mr. Molyneux of our consumer advisory services. The CAC and the industry has put somebody on it and we hope they will be able to report, very shortly, once the Tillsonburg experience can be examined. I assume they will be looking at other installations in other jurisdictions as well.

Mr. Singer: Mr. Chairman, on a point of order, I am a little confused. My quick glance at the estimates would indicate to me that probably this should be under vote 1302, item 6, rather than under the main office.

Mr. MacDonald: I think the subsequent ones I am going to raise will be more appropriate in the main office.

Mr. Singer: Well it gets very confusing if we bounce from vote to vote.

Mr. Chairman: Well since, Mr. Singer, in the past we have given a certain amount of latitude with respect to main office matters—the grab bag section in which we eliminate everything else—

Mr. Singer: That's a brand new ruling, Mr. Chairman. I haven't heard that one put quite that way before.

Mr. Chairman: Mr. Singer, with respect, that's the way you have operated on main

office votes for the last 15 years. I am sure Mr. MacDonald will exercise restraint.

Mr. MacDonald: Before I leave this, I just want to say to the minister that I was interested he went off and rehashed one of the old arguments which the supermarket subcommittee in the United States have reviewed and discarded. I want to suggest to you that I don't think you should spend a great deal of time looking at things which have been rather thoroughly examined, albeit in a neighbouring jurisdiction, but with supermarkets, many of which are subsidiaries of the supermarkets there.

I think you can rather quickly come to the conclusion that if you want to maintain that means for comparison shopping which is now being conceded by the supermarkets in the United States, the way to do it is to simply amend your Act to state there must be individual marking on products. Then they won't need to go through a lot of digging up of arguments to try to justify their case.

Just one final conclusion on this point, Mr. Minister, and I don't know whether you are aware of this. I was rather intrigued in noting that the Canadian Food Manufacturers Association made a statement which pointed out that for the installation of the equipment which cost \$150,000, they would save, in the first year, \$97,000, even if they maintained individual pricing, because the individual pricing cost them only 19 per cent of the saving.

[3:45]

In other words, if they had to put in the individual pricing, the total saving could be \$120,000 on an investment of \$150,000. Now that is a pretty darn good investment. You would just get into your second year when you were going to have recouped all of your original investment. You reduce it some by maintaining the individual pricing, but you still have a very good investment. Before the second year is over, you have recovered all of your investment.

Those are figures that came from the manufacturers' association. I can give you the quote, it's in my file, but I won't take the time now.

Therefore, I think on costs and economics and everything else, it is a very justifiable procedure. The fact that the battle has been fought in the United States and the supermarkets have conceded suggests that we don't need to fight it all over here in Canada. You, as a protector of the consumers, can avoid the battle by just a simple amendment to the Act.

Hon. Mr. Handleman: Well, Mr. Chairman, first of all I don't anticipate a battle. Secondly, I don't anticipate a long review. There is a great deal of information available and I expect the committee will have access to it. Certainly if it requires an amendment to the Act to do what we feel should be done for the consumer we would do it.

I would hope it would not be necessary to amend the Act that specifically, because as you know the Business Practices Act, which comes under that vote, is a declaratory piece of legislation. It is broad in its aspect, and hopefully will be interpreted by the courts in that way, if they go that far, rather than being specific.

We will be discussing with the federal government over the next several months a rationalization of administrative jurisdiction. Normally we take a look at those things, such as labelling, packaging, goods and standards, that should really be done by the federal government. They aren't doing it all, we are doing some of it, so that there may very well be some trade-offs. If this is going to be a national system perhaps it requires some kind of national rule. Pending that, certainly I can assure you and the committee we will be taking our responsibilities in the field seriously and we have no intention of ignoring them, which is why we have set up the committee.

Mr. MacDonald: Okay, let me proceed if I might. When Mr. Clement was spelling out what they were considering, he said that it was a tough task but that they were considering certain conceptual approaches at that point. That was four years ago. Presumably the concepts have become a little more solidified and you have grappled with them since, hopefully.

For example, we would like a general statutory prohibition against unfair and deceptive practices. That's a nice motherhood statement, but I want to ask you, Mr. Minister, about this government's studies in the farm income committee, which in 1969 pointed out in one of its research papers:

For large-scale advertising to work, the buyer must be only partially informed about the nature of what he is buying and the product must be complex enough so that precise evaluation is not possible. These conditions are perfectly met by grocery retailing.

That's a quote, incidentally, from Canadian Grocer, not hostile to the retailing industry. They go on to point out, and I will paraphrase to make it briefer, that what happens

in supermarket pricing is an orchestration. There are loss leaders, which the Ontario Federation of Agriculture, the Consumers' Association of Canada, and many people have decried. Loss leaders, to lapse into the vernacular, are to sucker the customer into the store, then raise prices across the board so they maximize their profits once they have them in with the loss leader. The whole purpose is to keep juggling it so that you can never get any comparison shopping. That's the deliberate purpose of advertising in the supermarket industry.

Those aren't my words; it is documented here in the study that was done by this government.

Now the question I am going to put to you is have you looked into this? This whole practice, which is designed to keep the customer confused so that he doesn't know what the prices are from week to week, or he has great difficulty in knowing what the prices are from week to week, deceives customers so that they can't do comparison shopping in an effective way. Is that not deceptive advertising?

Hon. Mr. Handleman: Mr. Chairman, first of all, I just returned from Ottawa where the assistant deputy minister for the Department of Consumer and Corporate Affairs outlined quite explicitly the federal initiatives in the area of deceptive advertising.

Now you know, deception, to me, indicates a degree of deliberate action. There is misleading advertising which is not necessarily deliberate. They have very definitely taken action in the area of deceptive advertising and I could see no reason why the province should try to duplicate that kind of initiative.

Certainly the Food Council is monitoring food prices. As far as I know, they are not monitoring practices, but the Business Practices Act, in a general application, includes food retailers along with every other retailer. Now of course our administration of the Business Practices Act depends greatly on complaints. I admit quite freely that we don't have an army of people out looking for cases of violations of the Business Practices Act. We depend greatly on complaints and we do respond to them.

There is a great deal of liaison between our business practices division and Ottawa, and where we feel that the matter can be handled far more effectively and expeditiously, by the federal government we refer it to them for action. In other words we act as a conveyor of the complaint. Where we

feel we can deal with it ourselves, we make that judgement, I suppose, and we do act.

I feel the combination of legislation at the provincial and federal levels should be sufficient to deal with this problem. Whether it has or not, I suppose, is a matter of statistical analysis. I can't tell you whether it has.

Mr. MacDonald: Do I conclude from what you are saying that you've really backed away from what John Clement was spelling out here in terms of a much tougher trade practices Act in Ontario?

Hon. Mr. Handleman: No. It is only a year old—as a matter of fact it isn't even a year old. I think it was proclaimed on May 15, 1975. He worked long and diligently to bring that Act in. It was passed by the Legislature in early 1975 and proclaimed in the spring; so in my view yes, he carried out his pledge.

Mr. MacDonald: Let me move on to one final point. I don't want to pre-empt an undue amount of time in the committee, but Mr. Clement also said:

My ministry has begun its own studies into food price trends in Ontario. Our objective is to uncover geographic differences in prices and to compare the rates and prices increases for different products.

I presume that's one of the things that you've handed over to the Food Council.

Hon. Mr. Handleman: Recently, but we did do it. Our ministry did it, I think, prior to my becoming minister; but it was done.

Mr. MacDonald: Were there any reports?

Hon. Mr. Handleman: Oh yes, I know we tabled one on the northwestern area because I was minister at the time I tabled that. What was tabled prior to my becoming minister I can't tell you. Maybe Mr. Young can recall.

Mr. J. K. Young: I can't recall the specifics, Mr. Chairman, but we did indeed examine this problem and we discovered there was indeed—and I'm sure you could have told us it was there in the first place—a differential between the north country and the southern part of the province. The report indicated this differential was perfectly explainable by the costs associated with placing the food in that area. Short of subsidy, either directly or to the transportation companies, the differential would have to be there. It became a political question as to whether or not we wanted to take public funds and expend them in that area.

Mr. MacDonald: I don't want to go off on a long discourse, but it will be interesting, when we get the report on oil prices in Ontario, to find out whether we get the same answer. You don't have the same sort of approach when they're retailing beer across this province. It's the same price everywhere.

We don't buy the argument, for the oil companies, that it costs them more to get it in when you go out of Sudbury. The further you get away from Sudbury and you're locked into the local market the price of gasoline is up five or six cents. It doesn't really cost that much more. In fact it may even be landed by ship along the north shore and taken in from there to Sudbury. So it should be cheaper there than it was in Sudbury.

How about the supermarket proposition of having year-long contracts? They bring the stuff in from the southern United States and won't buy it from the local farmer during his season, up in Thunder Bay. It's a very mixed up picture and that kind of an answer is a copout, I say with respect, in terms if you can't do anything.

Mr. J. K. Young: I was talking, Mr. Chairman, particularly with regard to food. With regard to liquor and beer, of course, it's a matter of statute that we must keep the prices even, this was a matter of policy. I'm afraid I can't answer your question.

Mr. MacDonald: It might be a matter of statute for the gasoline prices too so that we don't penalize the northerners.

Hon. Mr. Handleman: I don't want to anticipate what Mr. Isbister is going to suggest. I just wanted to mention that I was at that conference you mentioned at the Royal York. As a matter of fact I chaired one of the panels, the one involving the supermarkets. I recall there was a great deal of effort made to try to pinpoint some kind of a villain in the food chain, right from the producer out to the retailer. I think a lot of very expert people failed in that task of being able to identify the villain.

So we have done some studies on profits in the food industry. Those have been tabled, there is nothing secret about them. They are available for anyone and we have not been able to identify a villain.

Mr. MacDonald: Well you have raised the last point I want to deal with, and once again your lead-in remarks, if I had written a script for you they'd be perfect.

Hon. Mr. Handleman: I always try to be helpful.

Mr. MacDonald: Beryl Plumptre has been looking for a villain for four or five years but she is myopic. She can't see something if she doesn't want it to be there.

The fascinating thing—and this is what I want to get to—is that when the Food Prices Review Board was wiped out with the Thanksgiving dinner last fall, a few of the studies were authorized for completion and one of them was the Mallen report, in which he identified a villain, namely the great and growing number of middlemen between the farm gate and the supermarket checkout counter.

They actually aren't great and growing in number, there are four or five giants; so that if you get to the Weston-Loblaw chain, for example, in many instances they even will lease and grow the food and sell it to a Weston-owned processor, who in turn sells it to a Weston-owned wholesaler, who in turn sells it to a Weston-owned retailer; and they are taking profits all along the line. They are playing games and juggling their company to deprive the tax treasurer as well as having the consumer paying perhaps more than is necessary.

But let me come to the specific: The Mallen report, which Beryl Plumptre in characteristic fashion dismissed as undocumented, ironically came to exactly the same conclusion as the Federal Trade Commission study in the United States four years ago. Namely: That the prices, excess prices for food, were at least four per cent higher than necessary; from excess profits and from over-storage and over-spacing and things of that nature. These were the same kind of conclusions that came from the study that was done by a judge in Western Canada three or four years ago.

Now four per cent sounds small, but our food budget in the Province of Ontario per year is \$4.7 billion and four per cent is \$188 million. Now there is a fairly sizable villain, who is making \$188 million in the Province of Ontario alone.

Nothing is being done about it. It has been dismissed in Ottawa.

It points out, for example, that in the Province of Ontario you can go to Thunder Bay, which has 98.4 per cent concentration in four supermarkets, the highest concentration of the 32 urban areas studied in the whole of this Dominion. There were two other cities in the north that were in the very high concentration area, namely Sault Ste. Marie at 86 per cent and Sudbury

at 75 per cent. There were two southern Ontario cities, Kingston and Peterborough, in the very high category of over 75 per cent.

Now you may have surveyed food prices and you may have passed that over to the Food Council to survey food prices, but when you come to a conclusion you won't, either, recognize the conclusion in terms of excessive prices, which Mallen has documented. I am not suggesting the answer is easy, but the villain has been found, even if Beryl Plumptre can't see it.

I hope you can see it. At least you can move in and say things to these people in terms of fair trade practices and business practices and things of this nature; and you can alert the public and do something in terms of letting the public know what is happening to them.

It may be a public education programme to begin with, but if there is a will there is a way. You can find ways of squeezing out that excess; because if you move, for example, into a Loblaw's-Weston, you've got 600 companies all across this country which are sort of incestuously related, each taking profits along. If you get into the Argus Corp. you've got an even worse kind of a situation, tied in with the Dominion Stores, the largest number of outlets of any store in this country; but along with it they've got Massey-Harris, which manufactures the machinery to grow the crops or to cultivate the crops; Dometar that does all the packaging to package the crops; it even gets into the advertising, including the CFRB and CJAD, the two biggest radio station outlets. All in the same empire, all controlled by the same group. [4:00]

I repeat, I don't for one moment suggest this is an easy area to tackle. But, I hope you won't be as myopic as Beryl Plumptre in saying that there are no villains, because there are villains. Isolate them and then give at least the kind of consideration that John Clement did to try to find the statutory power for grappling with the situation. Is that a fair proposition?

Hon. Mr. Handleman: I think we do have, within our powers, the statutory authority to deal with business practices; and under our constitutional jurisdiction the power to deal with the law of contracts, which is an individual purchase by an individual. We certainly do deal with it under the Business Practices Act.

To deal with general, widespread trade practices of the kind that you suggest are villainous, it seems to me that we might

have to look at the Competition Act in Ottawa. I don't fancy myself talking to the Argus Corp. about Dominion Stores, quite frankly. But if we were going to, I think we would have to have a great deal more than we now have about whatever kinds of techniques are being used deliberately.

You said it wasn't an easy problem. I'm not even sure I accept your premise that the villain has been identified, unless you're suggesting that a circumstance which has arisen as a result of the growth of large corporate powers is villainous. The circumstance, undoubtedly, is the cause of what has happened. I've read the report, too. I assume my colleague in the Ministry of Agriculture and Food has read it.

I'm inclined to feel that we don't have the tools to deal with that kind of villain, that is, a circumstantial villain, where something has happened. I would certainly hesitate to even suggest there's been some deliberate programme of consolidation of retail outlets in this country. It's happened mostly because the companies are large and powerful, and they've driven out the smaller competitor to the extent that we would like to support competition in the field. That would be government policy which I think this government is prepared to undertake through whatever small business initiatives it has. But we're not, I don't think, about to dictate to the large supermarkets exactly what they must do in terms of pricing. It's something I don't think we're prepared to accept at this time.

Mr. MacDonald: I'll make a 40-second conclusion and we'll let it rest.

Hon. Mr. Handleman: Right. Exactly.

Mr. MacDonald: Our ideological differences are now emerging very clearly when you suggest that you're in favour of the small businessman while you sit there and turn a blind eye to them being gobbled up and closed down. The whole stance toward the small businessman is he's patted on the back by the big businessman saying: "You're the backbone of free enterprise in this country." He's patted on the back until the time comes to knock him on the head and out he goes. And that's the standard practice.

You can ask any corner store. You can ask any of the small businessmen in the city of Toronto.

This will be my final word. One of the fascinating things in the investigation in Ottawa about four or five years ago was that they had the head of Atlantic Whole-

sale, which is the wholesaling company for the Loblaw-Weston empire in the eastern part of the country. They asked him who controlled Atlantic Wholesale and the man pretended not to know. This was so offensive to even the Tories and the Liberals, as well as the NDP, that they zeroed in on him and they found out. It was part of this incredible empire, which was subsequently reviewed and tabulated in the Financial Post.

The thing they discovered was that there were stores in the same town, in bitter competition with each other; such as Tomboy Stores, Easy Market Stores and things of this nature. They thought these were independent stores fighting with each other. They were all owned by Loblaw-Weston, through the structure that went through to the trust companies and Garfield Weston and everything else.

That's a phoney kind of competition and when it suits their purposes, out they go. So don't pose as the champion of the small businessman when you wink and say you don't think you have the powers to cope with this growing monopoly.

Hon. Mr. Handleman: Now, we do not have it. I don't think we could ever take those powers, but that's where the differences in our philosophies start to show.

Mr. MacDonald: We'll see what will happen when we get a change in government.

Mr. Moffatt: Mr. Chairman, I have three topics; I really don't know where to raise them, so can I mention them and then you can tell me if they should be in a later vote?

One of my constituents had a contract with a major newspaper to deliver materials. The newspaper shorted him and summarily, after he complained, they dismissed him. He gets no redress through the Labour Standards Act because he is not an employee. It seems to me somewhere along the line this should be raised in Consumer and Commercial Relations, and yet there seems to be no vehicle with which to protect this particular small businessman.

Mr. Chairman: Would the ministry be prepared to discuss this under vote 1302, item 6, business practices?

Hon. Mr. Handleman: We'd be prepared to, except the comment is that we don't look on the businessman as being a consumer. We've taken the stance since the formation of the ministry that we are, we hope—although you don't accept—a consumer ministry, and therefore we expect businessmen

in business transactions to protect themselves in accordance with the provisions of the law.

Mr. Moffatt: Mr. Chairman, does that mean—

Hon. Mr. Handleman: We'll deal with it later.

Mr. Chairman: The chair will be disposed to listen to it under vote 1302, item 6.

Mr. Moffatt: Thank you, Mr. Chairman.

Mr. Singer: If you changed your name to MacDonald you could probably get it on now.

Mr. Moffatt: No, I'd just as soon stay where I am, thank you.

Mr. MacDonald: Wait till Singer gets going, you haven't heard anything yet in stretching out main office votes.

Mr. Moffatt: I've heard him before.

Mr. MacDonald: He's done it for years.

Mr. Singer: Jealousy will get you nowhere.

Mr. Moffatt: The next one I have—if you two are finished—is the question of the change to metric standards in commercial activities and household activities. I would suspect that's properly in main office and I—

Hon. Mr. Handleman: No.

Mr. Moffatt: The reason I suspect it's in main office is that somewhere along the line there has to be significant attention by this ministry within the next 12-month period to that whole business of the changeover to consumer protection as a result of the metrication movement. I've looked through the estimates and in no case can I find any specific reference to the specific allocation of staff to make sure that when this quite traumatic change comes about, we are not going to have the kind of thing which I gather happened in other countries, where suddenly packages that looked almost the same—for instance, a quart and a litre look, on a supermarket shelf, much the same—in fact are substantially different. What happened in those cases was the prices which used to be charged for the old commodity were immediately just switched to the new commodity. In fact what happened was in most cases a 15 per cent to 20 per cent to 30 per cent increase in the actual commodity price as a result of that change in packaging.

What I hope the minister can comment on is just which part of this ministry has been

designated as the one which is going to deal in advance with all of the problems we have seen in other jurisdictions which will emerge with the coming of the metric system? If we attempt to say we'll deal with it when the time comes, I know what'll happen. We'll wind up in the longest court cases and complaints against your ministry and against the government and against the whole idea of metric, which by the way I think is probably a good movement. But what we'll wind up doing is losing the baby with the bath water; and I really want to make sure that in your ministry in the next year particular emphasis is properly placed on this matter.

In conjunction with that there needs to be, by this particular ministry, and I suspect through the main office, a really significant movement into the field of education of consumers in the schools. I realize that's an educational matter, but the Ministry of Education cannot act in isolation from your ministry in this particular field. It's really important, to my way of thinking, that you take the initiative in outlining those kinds of things which consumers need to know in this century, not 15 years ago, not 20 years ago, not 30 years ago. What kinds of things are the present high school students going to need to know in order to cope with a marketplace which, if even half of my colleague's comments previous are believed is bound to generate some very disturbing experience.

What I would like to know is just where does your ministry go in terms of planning and initiative in making sure those two specific areas are really dealt with on a priority basis? Not happenstance, not laterally, but in anticipation of difficulties which I think all of us in this room can anticipate.

Hon. Mr. Handleman: Mr. Chairman, first of all with regard to the metrication programme. As you know, this is a federally-initiated programme, the weights and measures being a federal responsibility under the Constitution. There is no question about it, there is a clear division of authority there.

Mr. Moffatt: I know who is bringing it in.

Hon. Mr. Handleman: But you know whose responsibility it is. Now you are asking us what are we going to do to protect the consumer against all the bad things that are going to happen as a result of this?

The government, as a whole, as part of Canada, is dealing with the whole metrication programme. There is a joint inter-ministerial committee which is led by Industry and Tourism, because that is where the chief impact of metrication is going to occur. We

have a representative on that to ensure there is consideration of the consumer problem, which is brought forward in any implementation of the metric programme.

The metric programme is going to be implemented and phased in. We have met this kind of thing in some of our own agencies where people are voluntarily going to the metric system even before the federal programme is brought in on a compulsory basis.

Again, when you ask what are we going to do in advance, I suppose we could set up an army of people waiting for something to happen and finding out what it is going to be. What you are saying is that it has always happened.

The commission in Ottawa is fully aware of problems which can occur. We in the Ministry of Consumer and Commercial Relations obviously would deal with complaints. What you are suggesting is that there may be somebody who is going to deliberately say—and my metric knowledge is very limited—that we will charge the same for a litre as we used to do for 80 ounces, or whatever a litre is comparable to. That has happened. It has happened occasionally and rarely. In my view, the number of times that have come to our attention in which it has happened simply don't warrant having an army of people prepared to cope with it.

I am trying to prevent it from happening. We can deal with it. The present legislation is quite clear in weights and measures. The consumer is protected. There is no problem about that.

Mr. Moffatt: Mr. Chairman, may I just interrupt for one second, if you will excuse me, sir?

The whole process of metrication is not simply a change from one unit to another, substituting inches for feet. It is, in fact, a switch to Standards International, which automatically precludes the use of odd size and shape packaging. If ever there was a time when consumer protection was necessary, and even called for one of your ubiquitous little pamphlets to be given out in every shopping basket as an advance lead to protect the consumer, the time is now. Most people, with respect, sir, have taken the same tone toward the movement to Standards International that you alluded to in your comments—that it is a federal problem and we are going to change the numbers.

In fact, people don't understand all of the other parts of standardized units that go along with the metric system. That is where, I say in advance I don't necessarily envisage an

army of people with your stamp on their shoulder out checking supermarkets, what I do envisage is a programme of pamphlets or advertising, perish the thought, that will somehow get people to the point where they understand it is more than just a change and monkeying around and tinkering with the numbers.

Hon. Mr. Handleman: I suppose it boils down to the question of how much government can there be and at how many different levels. We have here a federal programme with which we are co-operating through our Ministry of Industry and Tourism, which is leading the provincial initiatives.

The federal government deals entirely with packaging. We don't have any jurisdiction in labelling, weights and measures, product standards, or that kind of thing. There is another level of government which is handling the problem. If they are deficient in any way, presumably it will be our inter-ministerial committee which will bring the viewpoint of Ontario to bear on the national programme. I think that is the way we have to work with them.

I would like to deal with the consumer education aspect of your remarks, because quite frankly I am not too sure, and this came up last year and it is going to come up again, whether or not people are aware of what we are doing in the area of consumer education. You can always say we are not doing enough. That I accept, because we can never do enough.

[4:15]

The high schools, and Mr. Wells will tell you in his estimates if you haven't already asked him, have a day during which they must incorporate a curriculum. If we tried to jam all of the knowledge available into the heads of the high school students, they simply wouldn't be able to absorb it.

Now I suppose it becomes a question of priorities. There is, as you know, a great move towards a return to basics. We have ignored the basics over the last few years. I don't happen to subscribe to that view, but there is that pressure out there. In any type of curriculum development, and we do work with the education people on curriculum development, consumer education, I think, is going to remain an option. We have no jurisdiction to make it a compulsory subject, even though we are all consumers and we feel that we should all get it.

I do feel that, throughout the curriculum, there is a great amount of consumer education built in. Even in the elementary grades,

where they are doing arithmetic, they are starting to tell how many apples and oranges if you buy this, that is weights and measures are dealt with. This is part of consumer education. It is familiarity with the market, and I think it is being done.

[We have taken some very special initiatives in the area of consumer information, and we talk about that, not necessarily in the schools but outside of the formal education system, and we think we are doing a pretty good job. Our pamphlets are in great demand. They seem to go out of print almost as fast as we can get them into print. They are widespread.]

With some modesty, I would say they have received a great deal of acclaim from consumer writers who are interested in consumer information. Last year we had more than 500,000 which were distributed, mostly on request. I have offered these to all members for their constituency offices. We are happy for you to have them, and anybody who wants them can simply let us know. I think we are doing a great deal; but I would be the first one to admit that we are not doing as much as we could do, I suppose it becomes a question of funds and priorities.

Mr. Moffatt: One final point on metrication; with the change to Standards International there will be an absolutely chaotic situation arise, within five or six months of the adoption of that standard, with certain machines and devices which perform operations for homeowners, small business people and so on. It has been my fear that there will be a great attempt, by various organizations, to flog all of their obsolete equipment at low prices immediately before that kind of standard comes in. I know, right now, that one of the major tool manufacturers is cutting prices drastically on wrenches and that sort of thing, for mechanics and garages and various other places. You can really save money today by buying that kind of equipment that two years from now will in most cases be obsolete.

Now it seems to me that through you, as the minister, and through all of your people—and I didn't hear which person you had designated as being the sort of touchstone for this important field—one of the things we should be doing is setting up some kind of guidelines for businesses that would say look, if you continue to flog this material at these prices, without proper labelling that the metric system is going to be implemented, that will be an unconscionable trade practice. That sort of advance warning to the industry and to the consuming public might well save you, as a minister, or somebody as a min-

ister, an awful lot of grief in the months to come.

Hon. Mr. Handleman: As I say, we do have a representative on the metrication committee for Ontario and I think we can bring this comment to the attention of that committee. I would have to assume that anybody who buys non-metric machinery, or tools or anything of that nature, is aware of exactly what he's doing and is looking at the amortization of the reduced cost, over the period of time in which he can use it and is making a business decision. I say again, it's a business decision. I quite recognize that not all businessmen are completely sophisticated, and therefore they can be deceived, just as easily as a consumer. Our position, I suppose, has always been that we are a consumer ministry. If we are to take on the function of protecting the businessman from being taken advantage of by somebody who's selling to him, I think we could lose sight of our main responsibility. It is something that we certainly would bring to the attention of our representative and have him bring it to the attention of the committee as something they should look at.

Mr. Reed: Mr. Chairman, I don't want to be a fly in the ointment here, but we have had a very good discussion of item 6 of vote 1302. I wonder if my friends at the other table are so satisfied with 1301 that they want to let it go and we will get on with vote 1302. Do you wish us to continue the debate on vote 1302 or are we going to take it in order this afternoon?

Mr. Chairman: The position taken by the Chair is that, first of all the food debate was fairly wide ranging, except that it evolved into vote 1302, I agree. However, it elucidated vote 1302 and got that out of the way. Secondly, with respect to the metric system, it is not within vote 1302 ostensibly, at least I don't deem it to be so. It came out at the end of the debate, as I see it, that the jurisdiction did not fundamentally lie within the Ontario government. It was clarification of the points. Now I think we better return to the estimates, on vote 1301, item 1.

Mr. Reed: My comments will be brief, Mr. Chairman. I want to say at the outset it is very interesting to see that the ministry administration programme has actually found ways to decrease expenditures pretty well right along the line. We are very interested in this restraint programme and how you were able to do it. I wonder, is it a matter of cutting the fat off the ministry, and if so

it must have been pretty fat in years past and you are to be complimented for those reductions.

One question regarding services of the main office, and I notice a reduction from \$289,300 to \$47,100 this year: Has that been a technical transfer, Mr. Minister, or is that an actual saving? Have you really been able to cut the edges and the corners and so on without reducing the services? That seems an incredible gain.

Hon. Mr. Handleman: No, Mr. Chairman, in accordance with the standard Management Board terminology, services always included consultant's fees—

Mr. MacDonald: Oh, now we know.

Hon. Mr. Handleman: It's part of the standard terminology. What we have done is moved whatever studies were being done out of the main office into other areas. For example, in the financial institution's vote, which will be coming up, we are doing policy studies there to the extent of about \$50,000. In business practices, the reorganization of our central registry is \$25,000; here we are trying to systematize the management information systems. Under property rights there is a new initiative, the Personal Property Security Act advisory committee. We have just proclaimed that Act and we had to budget for the committee that has developed, which at one time was simply a committee operating without funds and advising the ministry. Now that it has an Act to operate under it became a proper advisory committee with per diems and so on. It is \$20,000 for that. That's the kind of thing. So I wouldn't want you to think that the reduction is a true reduction in the total ministry budget, it is not.

Mr. Reed: Thank you.

Hon. Mr. Handleman: But with regard to your general comments, I want you to know that in accordance with the directives which all ministries have received, there has been an effort to achieve a 10 per cent restraint in the administrative areas. We tried to do that without cutting services to the public, but in the administrative areas, which means services to the ministry we have, in fact, tried to exercise restraint. I don't accept that we were very fat before. The complaints I had were that we were lean and now we are cutting to the bone.

Mr. Chairman: Any further questions on 1301, item 1?

Item 1 agreed to.

On item 2, management secretariat.

Ms. Sandeman: I notice in the minister's blue book—for which incidentally many thanks, for a beginner like me it is very useful—under the management secretariat on pink page one is a breakdown of the functions of the management secretariat, eight in all, ending with women's advisor. One goes to pink page two and the titles are further identified with the name of the person, the address where they work and the telephone number; but inexplicably there is no women's advisor listed. I would like to ask the minister if he has forgotten or lost his women's advisor.

Hon. Mr. Handleman: Oh no.

Ms. Sandeman: I would like to ask the minister who she is so that we could have her name for our records here. I would further like to ask the minister, if I may, what budget he has allocated for the women's advisor and her staff, if any? The committee under Miss McLellan that reported to Management Board suggested quite firmly that each ministry should identify in its budget a specific amount budgeted for the affirmative action programmes in the ministry, presumably under the co-ordination of the women's advisor. I wonder if you have picked up on that suggestion in your ministry.

I'm wondering too if you could tell me—and I presume it would perhaps better come under vote 1301, item 5, personnel services, but it's very much connected with the women's advisor function—if you have sent any of your staff on staff training courses; how many women have been on staff training courses? I look around this room and I presume that many of these gentlemen here are senior officials from the ministry, and I was going to say I see one woman, but even she has gone. If this is representative of how your ministry is staffed, it is appalling.

Are you going to tell me that all the senior levels of the ministry are male employees? I would like to have a breakdown, if I may, and maybe again it should come under personnel, of how many women employees you have in the ministry. I'd like to have that broken down further into how many senior management people—however you do your staff analysis—how many women at the higher levels of the ministry are there, and what action are you taking to carry through with the affirmative action programmes suggested by Miss McLellan in her report within your own ministry. I guess we would have

to go back to the first question; who is this disappearing woman who appears on pink page one but has no name on pink page two?

Hon. Mr. Handleman: I have to apologize for whoever prepared your book, because I want you to know that it's in my book.

Ms. Sandeman: Oh, I'm glad. I really am.

Hon. Mr. Handleman: I've known since the day she arrived on the scene who our women's advisor is, it is Ms. Barbara Moffatt:

Mr. Moffatt: Ms.

Hon. Mr. Handleman: I said Ms.

Ms. Sandeman: No, it was the Moffatt he was picking up.

Hon. Mr. Handleman: Oh; no relation as far as I know but we'll have to check that out.

Mr. Moffatt: She's entirely free.

Hon. Mr. Handleman: I met Ms. Moffatt the day she arrived and we've maintained very close contact with her. She's responsible for the development of the women and credit programme which we felicitously described as our women's year project, but it just happened to be under way in the ministry in any event and we were able to complete it in women's year. We share her salary in our ministry with the LCBO.

In other words, she is working with the Crown agencies to develop opportunities for women where they were identified. If you have examined that report, the LCBO and the LLBO were identified as agencies where there had been very little progress made and as a result, because we have made some progress in fact, we felt that half of her time and half of her salary would be placed in the LCBO budget, and of course the LCBO budget unfortunately is not in the estimates.

You asked about career courses; there were 14 women's career courses in the ministry, one out of town, 13 in Toronto. We had 155 participants as well as participation from other ministries. In other words, these were not simply for our own ministry, they were held for women employees in other ministries.

[4:30]

As to there being no women here—there will be. The deputy tells me Ms. Moffatt is on holidays; because she was here last year. The chairman of our pension committee, Donna Haley, is female. Our senior econ-

omist, whose name I've mentioned, is Dagmar Staff. A number of our lawyers in the business practices division are women. We have land registrars around the province who are senior land registrars, not simply employees. To show you what progress we've made in the LCBO, we had two women on staff—that's in the entire organization—a year ago. We now have 35 including one inspector. We're making progress slowly.

I think we've been fairly serious in the programme and I think the attitude that has been taken by Ms. Moffatt has been very constructive. She has used persuasion rather than coercion—when perhaps she could have used coercion. I think it's been very effective. There is a great deal of attitudes that still have to be worked on. I think you would be the first one to agree with me. It's attitudinal, not deliberate.

On the other hand, that doesn't excuse it and we are trying to do as much as we can to change attitudes. I think when we change attitudes and point out clear opportunities for females—some women never even thought to apply for promotion opportunities simply because they felt they wouldn't be considered. We're not promising them they're going to get the job but at least they're applying now. We find that when they do apply, every so often we find one who is perfectly qualified for promotion. I think we have a good programme.

I can't tell you the exact budget in the women's advisor branch. All we have is her salary and I don't think you would want to know that.

Ms. Sandeman: No.

Hon. Mr. Handleman: I'm told by the deputy minister it's approximately \$30,000, plus the contribution of the LCBO to that operation.

Ms. Sandeman: Could I ask the minister what vote it would be appropriate to discuss his women-and-credit guidelines under?

Hon. Mr. Handleman: I suppose it really is a part of our general business practices. We could deal with that there. It wouldn't be financial institutions, it would be business practices.

Mr. Chairman: Item 2 carried. On item 3, administrative services.

Mr. Breaugh: Mr. Chairman, I wonder if you could give me some direction? There are some points I would like to raise concerning administration generally. Would it be appro-

priate to pick one of these numbers and do it under that?

Mr. Chairman: Yes, can you give us an idea?

Mr. Breaugh: I simply want to raise the point of what consumers do if they have a complaint. Where do you get access and how do you get some action? Most of the problems that I have are related to this. I would tend to think that it would fall somewhere under this particular vote, as there seems to be a heavy concentration of the activities that the ministry performs, generally, around the main office and outgoing from that. There seems to be not a great deal, for example, that a shopper can do who feels that she's been ripped off. In her immediate vicinity we are perpetually deluged with complaints from people and we refer them in here to Yonge St. or to the ministry through my office but in terms of where they actually do the consuming, there does not seem to be very much redress for them at all. How would we get at that particular one?

Hon. Mr. Handleman: Mr. Chairman, I think the ministry chart indicates quite clearly that the business practices division includes the consumer protection bureau and the various activities of the business practices division.

Mr. Breaugh: I would be very happy to bring it up there. I'm a little concerned that you might take a rather narrow point of view—that when we want to deal with just plain business practices you might say that might fall under that particular Act, as opposed to how people get hold of your ministry.

Hon. Mr. Handleman: We have a presence everywhere in the province through a variety of offices. If you're talking about motor vehicle registrars then we have them all across the province. If you are talking about a motor vehicle problem, that's where you would go. If you are talking about a real estate problem, you would go somewhere else.

Many of our officers around the province wear a number of hats. In the north, they handle a wide variety of consumer complaints, but we can't say that there is one specific place where everybody should descend, because we handle a wide variety of consumer problems. I would say that, generally speaking, our consumer protection bureau is the liaison for consumer complaints, unless they happen to write to the minister, in which case they go back down to the con-

sumer protection bureau or the business practices division.

Mr. Breagh: Maybe I would be content, Mr. Chairman, if I could sneak a couple of questions to the minister here. Is it generally your policy to run a centralized operation to deal, for example, with problems with corporations or with consumers generally, or other things that might fall under your particular responsibility? I really do admit that you seem, through fair means or foul, to have grabbed a number of items that are a little disjointed at times. Is it generally your policy that you would like to deal with that centrally, and perhaps take on the larger issue of how those things are handled, as opposed to dealing with it on a kind of dispersed or local basis where particular complaints might be accepted?

Hon. Mr. Handleman: Again, I think it would depend on the complaint. All of our offices throughout the province deal with things on a localized basis. The motor vehicle inspection people, as I mentioned, deal with car complaints on a local basis. At the same time, we do want a record centrally so that we can have some kind of statistical data on which to base future initiatives. I would say that if a person has a problem with a mattress that he feels has not been properly labelled under the Upholstered and Stuffed Articles Act, he would deal with our local inspector and say: "I went to that store and they sold me a mattress that didn't have the label on it." The inspector would discuss it with the proprietor of the store and try to get redress for the consumer.

Mr. Breagh: Okay, but you see, the problem I want to raise is, how does the person locally—the local consumer—find his way through all of this maze?

Hon. Mr. Handleman: They look in the yellow pages or under "Government of Ontario" in the phone book.

Mr. Breagh: And they are supposed to know from that who to contact?

Hon. Mr. Handleman: It says right there, "consumer protection bureau" or "consumer relations office" in I don't know how many different locations in Ontario, but certainly all across the province within a local telephone calling area. In your local phone book in Ottawa, Hamilton, London, Kitchener, Sudbury, North Bay, you would look under "Government of Ontario," I would assume, and say, "This is where I go."

Mr. Breagh: All right, let me just pursue that by making three quick points. One is, either people are having great difficulty understanding that very simple process that you have just outlined, or else the damn thing doesn't work in any event, because we continue to get a number of complaints along that line. They cover really the multitude of things that your ministry attempts to accomplish. I really think in some way you ought to simplify, make more clear, make more readily available to the people of Ontario some redress.

I really am thinking of a number of complaints that I have tried to deal with, that are covered, as you say, by local offices but (a) people didn't understand that to start with; (b) went there and didn't get much satisfaction, and (c) then brought it in here to this vast maze that we try to pursue.

In my view, I don't really think you have arrived at an effective means of communicating to the public how they go about that process, or dealing with it locally. I really must say the kind of complaints we have brought in here haven't really been dealt with. They have been recorded, and it seems that at that point where there seems to be something of significance emerge and where the government could take clear action there is some movement made, but in terms of dealing with an individual's problems there has not been a lot in that regard.

Hon. Mr. Handleman: All I can say is, having been a constituency member and I still am one, that the number of complaints you get is roughly about one per cent of the complaints that we get directly that never come to you, and I am sure you wouldn't want us to deprive you of all the great work that you do on behalf of your constituents. Some of them are going to end up on your desk.

Mr. Breagh: There are days when I would love you for that.

Hon. Mr. Handleman: That's your job. I think we do handle 999 out of 1,000 that come directly. I never hear about them unless they happen to be very dramatic. That's a routine type of operation which our consumer protection bureau carries on right across the province, but some of them inevitably are not going to be satisfied and there has got to be a second court of appeal or they don't understand it, and I think that's our job as members. I hope we all do it.

Mr. Breagh: But are you as a minister contemplating some means whereby the pub-

lic could get access a little easier and could get some kind of satisfaction a little better than the way we are now proceeding?

Hon. Mr. Handleman: I suppose it becomes a question of how you do this, and I think what we would like to do is not have one single way of dealing with it. We have a private project under way right now where we use the Better Business Bureau in Hamilton as our complaint bureau and it's working out quite well.

There are other areas. The federal government, for example, has come in with storefront offices. There are a number of municipalities. One of my own municipalities has opened up a consumer contact bureau which uses our facilities quite heavily. I think there are a number of ways. Then there's always the member and the Action Line column. This is a consumer aid and I think people are using these kinds of facilities and services to the best possible extent. There's bound to be some overlap and confusion and we would like to remove that if we can. But I don't think we'll ever achieve perfection so that everybody automatically as soon as he is dissatisfied knows exactly where to head. I think there has to be some digging on the part of the consumer himself.

Mr. Chairman: Item 3 carried. On item 4, financial services.

Ms. Sandeman: Could I ask the minister to outline what the financial services are as distinct perhaps from administrative services or whatever?

Hon. Mr. Handleman: This is accounting, financial control and our expenditures. All our invoices go in there for payment, travel claims of our staff, making up the payrolls, looking after the revenue that comes in as a result of payment of fees and registration fees and things of that nature.

Ms. Sandeman: It's a way of breaking down administrative services even further.

Hon. Mr. Handleman: This is financial control. Administrative services is more in the line of policy-making decisions and that kind of thing.

Mr. Chairman: Item 4 agreed to. On item 5, personnel services.

Mr. Moffatt: Is this the branch of the ministry that works very closely with Drake Personnel to hire people? May I ask the minister just what sort of procedure is set up? Is it normal for your personnel services people to use Manpower or is it more normal

for them to use outside personnel such as Drake?

Hon. Mr. Handleman: This is the first time this has ever happened. As I have explained before, our personnel branch, working first with Housing and now working entirely on its own, does all of the recruitment of two types of employees in the rent review programme: the rent review officers and the senior information officers in each of our rent review offices. Those are recruited, interviewed and recommended for employment by our own personnel services division. All the support staff—that is, the clerks, the information clerks, the receptionists, the stenos and so on in the rent review offices are hired under contract by Drake Personnel. They are Drake Personnel employees. Drake Personnel does the interviewing. They are on contract to Drake Personnel.

The control that we have is that they are under contract and we have in many cases asked Drake Personnel to discharge people that have been found to be unsatisfactory. Other than that, we do no recruitment of those people. That's done by Drake Personnel and it's done for, I think, a very sound reason. This was a short-term programme which would have in our view meant building up an administrative headquarters in order to administer something which was not going to be there for that long. Once you build up an administrative headquarters, it remains forever or almost forever it seems. It is very difficult to reduce, once it is in place. The fees that were paid to Drake Personnel really replace the salaries and overhead we would have had to incur if we were to go out and do this kind of programme.

They also have offices everywhere in the province which we don't. Our personnel services branch is right here in Toronto. This required getting people out of the local employment market and putting them in place as quickly as possible. I think they've done a very good job.

Mr. Moffatt: May I ask two questions in line of that? Number one, what was the direct cost to the ministry paid to Drake Personnel for administering that programme? Secondly, do you as a normal course of events use the Manpower offices in order to locate needed employees or staff complement?

[4:45]

Hon. Mr. Handleman: First of all, if I may, I would like to answer your second question first. Our personnel people here, I'm sure, use all sources of available people. I

would rather deal with the actual budget of Drake Personnel and the impact of the budget in the rent review vote because it is all in that rent review programme. I think perhaps you could say how we use local sources of people such as Manpower.

Mr. LeClerc: When a vacancy arises and we have permission—

Hon. Mr. Handleman: I wonder if you would identify yourself for the committee.

Mr. LeClerc: I'm sorry. My name is LeClerc, the director of personnel. When a vacancy arises and we have permission to recruit outside the ministry—this is only where there are no staff within the provincial government available or qualified—we have access through newspapers and Manpower.

Mr. Moffatt: You normally go to Manpower as a source of employees? The reason I raise this is not that I have any objection to the way you have recruited people. I have no idea how you do it. You must do it well. I don't hear of any problems with it. I have had it pointed out to me by Manpower people—I am sure other persons in the Legislature have as well—that the agency which comes the least often to fill its manpower needs is the provincial government. They would like to know why that is the case. I am raising it as a matter of form and I think a lot of people are going to be raising it in the estimates of other ministries.

Mr. LeClerc: Normally outside Toronto, in the many towns where the registry offices are, for example, we have a number of drop-in applications. Whenever we have a vacancy there, the first look is at the drop-in inventory. We would only go to Manpower if there are no people in the drop-in inventory. Most of the government offices are relatively well known in the small towns. When we have to fill a vacancy, we do it that way. We do have access to Manpower when we have a vacancy. If the vacancy is at a given senior level, we advertise it to make it well known.

Mr. Moffatt: May I say that one of the things which I would ask is that a greater use be made of the liaison potential with Manpower. I think there is a difficulty here with the drop-in applications which by nature you would deal with because people take the time to bring them in. In an area such as ours, the region of Durham, we have an inflated unemployment figure right now for a variety of reasons. What tends to happen there is that the Manpower people are spending a lot of time contacting everybody they

can think of with regard to job openings, placement possibilities and so on. Whenever they contact any agency of the provincial government they are always told, "No, we have a file of applications a mile thick which we have to go through first."

Might it not be better in terms of efficiency, and even to save money, if that initial screening and filling were not done by two or three people trying to keep track of all the applications you might have in an individual office. Instead, you say to Manpower, "For the Peterborough or Oshawa office, whatever it might be, we need three people with the following qualifications. Send us your list and tell them to arrange an interview." I don't know how that would work but it seems to me that if we have an employment agency which Manpower pretends to be, we should be using it. If we are serious about restraints, that is one of the areas where we can really practise.

Hon. Mr. Handleman: Most of our local programme people do the hiring. The personnel branch here does recruiting for people and I think, as Mr. LeClerc has pointed out, they would use Manpower along with the other normal ways of obtaining employees. I don't think we should rely entirely on Manpower. A lot of people are changing jobs and are not unemployed. They are perfectly satisfactory for the job and we can recruit them by advertising or letting it be known that there is a vacancy. We are a very small ministry. I can tell you that outside the rent review programme, our total recruiting in the year—and that includes replacements—is 342.

Mr. Moffatt: It's not a significant item.

Hon. Mr. Handleman: We're not a very significant employer.

Mr. Moffatt: Mr. Chairman, listed here is the parliamentary assistant's salary and I thought, since the parliamentary assistant is here, he might like to tell us how he and the minister co-operate in terms of their jobs. Does Mr. Drea work in specific areas or across the field or what? He might operate as a Sid Handleman, without glasses or something. I thought, maybe, he would just like to comment.

Hon. Mr. Handleman: I think I would like to comment before Frank does, because he is far too modest to tell you what he does.

Mr. Moffatt: I think you just blew his cover, Sid.

Hon. Mr. Handleman: It's exactly what I wanted to say. He does a great deal. When you say "blowing his cover," Frank does a great deal of undercover work for us. He has a great knowledge of things that go on. Those of us who come from the more innocent parts of the province, don't really understand the kinds of problems that are starting to pervade our society. We've all lived too innocently to know those things and I rely greatly on Mr. Drea to keep me informed on that.

He also has carried legislation through the House, on occasion, when I haven't been able to be here or when I wasn't familiar with the subject matter. Two very important pieces of legislation, the Business Practices Act and the Travel Industry Act, were both carried through the Legislature by Frank Drea. Also, because I came into the ministry at a time when a lot of research had been done on the reformation of our liquor laws, he had been involved in that, over a period of more than two years, and certainly was of great help to me in that.

He has special expertise in a variety of areas and I've drawn on that quite extensively. I don't think, as I say, there is a specific area of responsibility that we have determined between us that he should handle but he has had a great deal to do with almost every area of responsibility in the ministry. He's helpful in policy formulation, which is a very special field. If I were to say there is one area where Frank Drea has been the most help to me personally, and to the ministry, it's been in the area of policy formulation which is a very difficult job. I'll let you blow your own horn for a while.

Mr. Moffatt: You seem to think he earns his keep, in other words.

Hon. Mr. Handleman: More than that.

Mr. Chairman: Have you anything to say for yourself, Mr. Drea?

Mr. Drea: I'm awfully good at getting courthouses built. I'm not incompetent like some people. You asked for it, you got it.

Mr. Roy: I'm not finished with you yet.

Mr. Drea: The question comes up because, in a ministry like this and in some other ministries, there is a tendency that certain responsibilities are divided. There has never been a division of responsibility in this as there is in MTC or in Industry and Tourism when they had a parliamentary assistant, so it's an across-the-line thing. Whatever the minister wants, he gets.

Hon. Mr. Handleman: That's on record.

Mr. Roy: Seeing as I was invited to this discussion, I would just like to say that I've had some discussions with your parliamentary assistant before. Seeing as we're discussing general principles of the ministry, and general philosophy, I'm just concerned that the parliamentary secretary, who is in a position of some importance throughout the ministry—knowing that the ministry is involved in a variety of activities from liquor licences to lotteries to God knows what else—I just wondered whether, in view of your comments with me, in fact, the other day in the House, about the fact that if you happen to be a member from a Conservative riding—

Mr. Drea: Quote it right.

Mr. Roy: That's what I said. You said you were able to obtain a courthouse and that the reason for it was that the riding happened to be represented by a Tory—by one in the Conservative Party—

Mr. Drea: Read the dialogue.

Mr. Roy: Let me finish. You'll get a chance to respond. In view of that, I would be interested to know, from a philosophical point of view, whether the parliamentary assistant to the minister conducts his affairs in the ministry on the basis that one of the criteria, in deciding certain policy matters within various ridings is who represents that riding. Is that riding represented by a member of the government, a Conservative, or by a member of the other two parties, the NDP or the Liberals? I just wonder as a matter of philosophy whether you subscribe to that, as you said in the House that you did, or whether you were sort of on a frolic of your own when you made—

Mr. Drea: No, I wasn't on a frolic of my own, and if you are going to quote me out of Hansard I wish you would quote me correctly, although I can understand it's somewhat difficult for you.

First of all, I think it is a matter of record, and I think the people from the three parties will agree that certainly I am just as helpful, if I can be, to any and all of the three parties. I think I just got done handling a rather delicate matter for someone in the New Democrats which required some expertise and that was handled all the same, regardless. I also think the particular person was in your riding. Nonetheless, he came to another party.

One of the difficulties across Ontario is that in terms of consumer legislation, things

don't go by ridings. That's a rather frivolous statement. They go by areas or they go by regions. Certainly there is a difference in the type of consumer complaint in Metropolitan Toronto from the type in a farm area or in northern Ontario. They go across regions and it is silly to suggest there is any application of the law in this ministry, whether it is something as personal as alcohol policy or lotteries or what have you. It's administered by the statute.

There are some people who argue that, philosophically, I am too tough on the enforcement. I think laws are made to be obeyed, not to be broken, not to be bent. If that means I am too tough and too inflexible, well, it's somewhat like the last chairman of the Liquor Licence Board, Mr. Mackey. I personally think he had a bad rap because he was accused of making policy decisions. He never did. He carried out the legislation. It is always my feeling that if the members want breaks or bending or what have you, they have every opportunity to do so in the House. They just change the legislation.

Mr. Roy: Seeing that you are involved in a very sensitive position here as parliamentary secretary to a very important ministry, I would just like you to make a correction on the fact you say that all ridings are treated the same, and—

Mr. Drea: Ask your colleagues in your own party.

Mr. Roy: —that questions and certain other activities which have to be decided by your ministry are decided on the basis of merit and objectivity—

Mr. Drea: That's right.

Mr. Roy: —and not on the basis that you suggested the other day. The way you got a courthouse happened to be because you happened to be a member of the government and that is why you got it. That is why we didn't get a courthouse in Ottawa.

Mr. Drea: The reason you didn't get a courthouse in Ottawa is you have been too busy making speeches and not willing enough to go in and fight for one.

Mr. Roy: Oh, I see. Well, that's not what you said.

Mr. Chairman: The Chair feels this has precious little to do with the estimates as such and that personal attacks, such as they are, can be better carried out in some other forum. I have allowed a certain latitude

with respect to the matter, but we are cutting the throats of subsequent estimates here very gravely as things go on. I would rather this be desisted from if you can possibly bring yourself to it.

Mr. Roy: I appreciate your comments, Mr. Chairman. It is not my style to get involved in personal attacks. Nevertheless, I think it was of importance that I take five minutes—

Mr. Chairman: All right. You have been allowed five minutes.

Mr. Roy: —to correct the record and make it very clear I am somewhat concerned at certain comments attributed to you, and not denied because they are right in Hansard, that certain people manage to get more for their ridings because they happen to be government members. You said it, I didn't.

Mr. Drea: We work harder.

Mr. Chairman: I think this has penetrated to Mr. Drea and I think we should proceed. Are there any further comments with respect to the parliamentary assistant's salary?

Ms. Sandeman: Oh, I don't know about the salary.

Mr. Chairman: Go ahead.

Ms. Sandeman: A question about his function.

Mr. Chairman: With respect to this vote as a whole?

Ms. Sandeman: Yes. I think the minister commented that the assistant would do whatever was asked of him. I was a little suspicious—no, maybe that's the wrong word. I wondered when Mr. Drea introduced a private member's bill into the Legislature, which was to do with the licensing of abortion referral centres, if that was in some sense your bill, Mr. Minister, which you wanted to try out on us to see how we responded?

[5:00]

My suspicions arose because of the extreme similarity of the wording of that bill to the travel agents bill because it seems to me that licensing normally comes under your ministry. We all know that abortion, apart from the licensing of the abortion referral itself, is a very sensitive topic. I wondered if this was a way of flying a kite without bringing it into the full forum of the Legislature to see how we would all respond. Maybe now you'll drop it because

you didn't get support. Is this one of the jobs for the poor assistant?

Hon. Mr. Handleman: First of all, there was absolutely no suggestion whatsoever. I had no idea that the bill was going to be introduced. Parliamentary secretaries have the privileges of any private member to introduce a bill. I would be the last one to say there have not been bills introduced by private members that weren't flyers to engage public reaction. I can assure you that this one, if it was, was not initiated by this ministry. I can't speak for any other ministry. Mr. Drea can tell you.

Mr. Drea: Do you want to know why the similarity?

Ms. Sandeman: Because you drew it up.

Mr. Drea: No, the similarity is that it was straight regulatory law. That's all. All of our regulatory law, if you want to look at it—whether it's automobiles or whatever—all of the civil regulatory laws are identical almost word for word.

Ms. Sandeman: Could I ask you then, if you weren't behind Mr. Drea's bill, to take another look at that whole field of licensing? Instead of limiting itself to the area in which Mr. Drea spoke to that bill, which was just licensing abortion referral centres which send patients or clients out of the country, I wonder if the ministry is giving any consideration to a blanket licensing and a setting of standards for those centres? Mr. Drea made some very pertinent comments during the course of that debate. It seemed to me one of the problems with his bill was that there were no standards set and the licensing given would have been rather narrow. I wonder if that's something your ministry is addressing itself to?

Hon. Mr. Handleman: It isn't and it hasn't. Normally what we do within the ministry, whether members believe it or not, is to review every private member's bill which touches on our area of responsibility. I would have to say that my initial reaction to that is that the regulatory activities of our ministry might be somewhat misapplied in this field but it may be an area that we would have to look at.

Ms. Sandeman: It might be a Health matter.

Hon. Mr. Handleman: Certainly we would consult with Health and others.

Mr. Drea: Could I say something? The purpose of the bill was that there is a situation now, and you know it as well as I do, concerning health—whether at the local, provincial or National Health and Welfare federal level—which the municipalities or what have you seem to be totally incapable, because I think they have tried, of pursuing. All the bill was, was an attempt to foster further dialogue in this whole area, because I agree with you that it's very important. But the difficulty is in setting standards, and I think you would agree with me on that, in that direction.

I suppose you could set certain moral standards, but the actual health and the psychological or psychiatric or aftercare are very specialized fields. If there is going to be regulation in the future, I'm not sure licensing is the answer. There could be licensing in terms of the money maybe, but the other aspects are far more important. I really think those have to be done by the people who are going to have to do the job.

Ms. Sandeman: Which is Health?

Mr. Drea: The people in the health, the aftercare, field are the people who have to make the standards.

Ms. Sandeman: I don't want to get into a dialogue, Mr. Drea, but that's why we opposed your bill.

Mr. Chairman: I think we've had enough on this particular subject. We're debating what was a private member's bill in the House at the present time.

Mr. Roy: Could I ask one question while we're on the general vote 1301, Mr. Chairman? You're looking at me with some measure of impatience.

Mr. Chairman: Yes, I am. Go ahead.

Mr. Roy: I just want to ask you, Mr. Chairman, for your indulgence in this matter. Are we still on the general vote 1301 or did you proceed down specifically?

Mr. Chairman: We took them one by one, Mr. Roy.

Mr. Roy: I see. If I was to ask a question on general administration and policy in relation to one of the functions of the minister, would you say I would have to wait until one of those specific things came up?

Mr. Chairman: I would say, Mr. Roy, with your known ingenuity you would be able to work it in elsewhere.

Mr. Roy: I'm looking here. The timing is always important in these things, Mr. Chairman, as you know.

Mr. Chairman: You mean you won't be here. Is that the purpose of it?

Mr. Roy: That might be.

Mr. Chairman: Some restriction has to be exercised. We can go on almost indefinitely. I would think we should move forward and if you have some specific point as it comes up in the future, then work it in.

Vote 1301 agreed to.

On vote 1302:

Mr. Chairman: Item 1, securities.

Hon. Mr. Handleman: I would like to introduce Mr. Pattillo, Mr. Bray and Mr. Salter.

Mr. Reed: Mr. Chairman, the Ontario Securities Commission is empowered with the right to change policy, as I understand it, at its discretion, really without being answerable to the Legislature as a whole. The policies they are allowed to change are not actual legislation, but they are guidelines set down by the commission. This means there is no penalty for not adhering to such guidelines. But if the guidelines have not been adhered to by a particular company, then in all likelihood that company's prospectus would not be accepted when it comes before the commission for approval. That is the way the OSC operates.

I am really flying along here—learning as we go. All prospectus applications by all companies in Ontario must come before the Ontario Securities Commission for approval. If they don't follow the policy set down by the commission, they face the risk of not having their prospectus accepted.

The commission has recently revised OSC policy which contains a number, 3.02, which became effective April 1, 1976. They must have felt it was done democratically since briefs were invited to be submitted from all organizations that would be affected. The OSC then has a chance to review any proposed policy according to comments from concerned groups.

What they were effectively attempting to do in this policy revision was to ensure that the public was adequately informed as to the true nature and the essential risks of any venture for the risk undertaken. This was to be accomplished by the elimination of the shady promotional dealer who would create a market for junior mining shares simply by

telephoning clients to inform them of fictitious price movements by the stock.

The regulations governing these promoters' activities will have an unfortunate side effect, however, and that is of limiting the opportunities for legitimate entrepreneurs. That is very unfortunate since it will then become tougher for the small companies to obtain capital and eventually go public. I don't think the larger mining companies are going to be seriously affected by this policy revision. Therefore, since it is the smaller company which will suffer, particularly with respect to financing their exploration activities, I would think the provincial government would make some kind of concession to the smaller companies in the form of perhaps increased tax writeoffs for exploration expenditures.

It remains to be seen whether the action taken by this year's budget with regard to the capital tax relief for non-producing mines will provide the stimulus now needed to replace the loss of the genuine entrepreneur. However, it remains that the Ontario Securities Commission is a very powerful body in the province. I would hope they would operate in conjunction with the particular ministry involved when they change the guidelines of certain sectors of the province's industry, such as the latest policy revision in the mining industry. This would ensure their understanding of any ill effects that may result as a consequence of those actions.

What I am trying to say in that statement is that it would appear by these recent revisions that the little fellow is really going to have trouble raising the risk capital that is necessary for exploration and goodness knows, in the Province of Ontario one of the things where we have a definite weakness at the moment is in the exploration area and that whole field of mining exploration. We have allowed it to wind down over the last few years and we certainly must encourage all of those things that will be undertaken to stimulate it.

Hon. Mr. Handleman: Mr. Chairman, before Mr. Pattillo responds as I know only he can, I would like to again, for Mr. Reed's information, point out that all of our regulatory agencies do operate under legislation. There is nobody out there free-wheeling, doing their own thing. The Securities Commission operates under a variety of Acts—primarily the Securities Act, of course, which governs its activities—and within that the Securities Commission has very deliberately been given by the government a great deal of independence in its role as the pro-

tector of the small investor. That is its function. Its function is to provide confidence in the securities market.

We obviously can't provide 100 per cent protection against speculative investments or you'll stop everything, but the Securities Commission—and I have said this on so many occasions—is one of those organizations which is widely admired for its leadership and its initiatives and the way it carries out its responsibility. I would resist any suggestion that the Securities Commission, in carrying out its responsibilities under its Act, should be deferring to another interest than that of the investor.

Obviously, government policies must be conformed to and I am sure the Securities Commission would accept that kind of guideline. But to suggest there should be another interest that would interfere with its primary function of protecting the investor, in my view, is simply unacceptable to me as the minister.

I know you are referring to the junior mining policy. There have been allegations made that the policy, as outlined by the Securities Commission and as adopted by the Province of Quebec in conjunction with us, will in some way reduce the amount of exploration and the amount of capital available to the small entrepreneur. Mr. Pattillo is far better qualified than I to answer that allegation, as he has done before. I want to point out that the Premier (Mr. Davis) has established a committee to monitor the results of that policy, and that committee is charged with reporting, in our view, somewhat too quickly, but it will meet its deadline and report to the Premier as to the effects of the policy. Mr. Pattillo can deal with the specifics of that policy.

Mr. Pattillo: Thank you, Mr. Minister. Mr. Reed, I want you to appreciate the background on this policy that was brought out. The then-president of the prospectors and developers, with the general manager, came to see us and said: "Would you please inquire into the present operations, see if any improvements can be made, because we are suffering?" We began these hearings last year.

In the first instance, we weren't getting very much help, because a lot of people thought that we were just going through an exercise. But when they found out we were serious in trying to get at the root of the trouble, as they were seeing it, they did come in and a lot of briefs were filed. Following the hearings and the reading of the

briefs, we had individual meetings with each group affected; that is, the prospector, the promoter and the broker-dealer, the lawyers and the engineers. This is where we began to have trouble because each individual group said: "The proposal you've got for the rest is just great. But it is not very good for us."

[5:15]

After meeting with each of these individually, we put out a draft policy in July; and at the request of some persons who were interested, we agreed we would extend the time for replies. The replies came in in October. At that time we worked for a period of several weeks and again had meetings with each group or representatives of them. We put out a new draft policy in December.

The draft policy that we put out in December had been carefully discussed with the Quebec Securities Commission, and some of the views represented some of their thinking; we were hoping that we could get a uniform policy for the two contiguous provinces and that this might make a decided improvement.

When we put out the policy in December they came back and said: "You haven't got enough incentive in here for the promoter. You haven't got enough incentive in here for the broker-dealer. Your proposals for the prospector are fine." That's what they told us.

When we brought out our final report, where we improved the incentives for the broker-dealer and changed the situation for the promoter—they said there was going to be a tax consequence; we made a change so that there would be no tax consequence—they attacked us on two grounds, or perhaps three.

First, they said the meetings that had been held in January were to be continued. That unfortunately was a misunderstanding, because Mr. Da Costa and Mr. Salter and the people from Quebec who were carrying on those meetings didn't understand that. They thought the meetings were concluded; they had all the representations, and it was just a matter of making a final decision. They attacked us on that ground.

They attacked us on the ground that we were going to try to substitute our judgement as to what properties should be advanced and what properties shouldn't. Quite frankly, that is not so. When we were having the hearings, the idea came up that our engineer consultant didn't have the ability, or no one would have the ability, to deal with all possible minerals. They were afraid that he would be recommending to the commission

that they turn down things that he wouldn't have the knowledge about.

Somebody—and I can't recall who it was, without looking up the minutes—came up with the idea that what we should have is a review board, something similar to our financial advisory committee. The review board would represent the mining industry, the prospectors and others. Then, if a property was turned down because it didn't seem to have sufficient merit to justify public investment, it could be taken to the review board.

We thought that was a good idea. We accepted that. But as far as the commission itself is concerned, none of us is in the mining business or in the prospecting business. We have one commissioner who is thoroughly familiar with mining and prospecting, but the rest of us aren't and we have to rely on the best advice we can get. But we're prepared, as we have said right along, to listen to any representations that were made by anybody. But somebody has to make a decision as to whether the public is to be exposed.

For instance, last year a person came in with a company and wanted to raise some thousands of dollars. He wanted to have 75,000 free shares for himself that he was going to sell to the public. The heavy investment he had made up to that time was \$600 and he had got a friend of his, who was an engineer working in the vicinity of these claims, to go down and look at the property and do what he called "bird-dog" it. They wanted to put the whole responsibility on the public to invest in that; they having spent the huge sum of \$600. One of them was a lawyer in the city and the other was an engineering friend of his; and we said no. I hope you would agree we are right.

What we have set up here is a different concept than you and others in the field have been accustomed to, and this is where I think a lot of the trouble has risen. In the past, you've had a company created, called the Galaxy Mining Co. or the Rose Mining Co. or something. It's dealing with one set of claims. They go out and they get so much money from the public and if the thing turns out to be a bust that's the end of it. It's known as the one-shot deal. The broker-dealers have set this thing up so that they come forward with a new deal about every three months to keep themselves and their salesmen in business.

Not long ago we cleared off from the records of the companies branch over 250 such companies that were no longer doing anything, not even filing returns. The only people who were making anything out of

that were the lawyers, and the promoters, and people who operated as secretaries to keep these companies' forms and that sort of thing.

What we're trying to do is set up a company by people who are genuinely interested in developing and looking for properties. This would be a company known as an exploration and development company. You put your various prospects in that company; you may have one, you may have another one later, you may have a third—they all go in that company. If one of those prospects turn out to be worthwhile, you spin it off into a mining company, and that's where the developers in the development company make their money. The mining company, having spun off, the shares go back into the developing company and are distributed by way of dividend or such as that.

That's the whole concept of the scheme. The trouble is the people who have been criticizing us most severely won't sit down and study it. One of our greatest critics admitted to me he'd never read it. I hope, Mr. Reed, that you will appreciate, as I try to, that you can't do anything in this world without being criticized and I'm prepared to take the criticism.

Mr. Reed: Thank you very much, and I do appreciate your comments. There's a little plaque sitting on the desk in the office of the Ombudsman, and it says: "To avoid criticism, say nothing, do nothing, be nothing." You have certainly enlisted my sympathies in this regard.

I think no one takes issue with the fact that there has been a whole area that has to be cleaned up, if you like, to use the vernacular. The concern that has been expressed, and it obviously has been expressed to you, is that if we have a small, legitimate entrepreneur who is capable of going into the field, then we want to be careful that he is not simply eliminated along with the flotsam.

Mr. Pattillo: We certainly intend that. May I just read to you the first few lines of the application of the policy: "Policies are guidelines only. The commission and the director will always exercise their discretion and they are not bound by policies. Special or unusual circumstances will be carefully considered."

Mr. Reed: Do you feel that part of this—you obviously stated that part of this difficulty seems to be a lack of familiarity with the new concept. Would that be a fair statement?

Mr. Pattillo: I think that's a correct statement. I can tell you that I invite some of our greatest critics to come up to talk to me and they arrive with a tape recording machine. I said, "I have no objection to that." They turned it on; they stayed all afternoon and I tried to explain this. They said they hadn't previously appreciated what I was telling them about the development and exploration company and how you'd spin it off if you had something. I said "Gentlemen, take this away. You've got this recording; play it until you have studied the whole thing with your experts and anyone else and come back." They haven't been back yet.

Mr. Reed: Thank you very much.

Ms. Bryden: Mr. Chairman, I've read a few of the criticisms and comments on this new policy. I don't pretend to know a great deal about it but it does seem fairly evident that the Canadian entrepreneurs in the mining industry feel they are not getting enough capital—that is, the legitimate ones, the ones who really want to explore and develop and go into production. I think we've got to look at the cause of this.

They seem to feel that the investment dealers do not give them enough of a shake as it were. The investment dealers are encouraging people to invest money in the United States in what appear to be more lucrative ventures, which is not building up Canada at all. The money is going out of the country or into large foreign corporations which come into Canada to explore and develop.

I wonder whether we shouldn't be addressing ourselves to this problem of how to get capital for legitimate Canadian mining developers and explorers and whether the commission or the government would think of requiring investment dealers to revote a certain percentage of their investment to small Canada entrepreneurs. You'd have to work out a definition of what kinds of activity you wanted to encourage.

There is precedent for this in the banks setting aside certain loan funds for small business on a sort of voluntary commitment basis. I haven't seen the investment dealers offering a voluntary commitment. It might be tried before you made it a requirement of their operation. That's one route which might be considered.

The second route, it seems to me, is why not consider a joint public-private investment for Canada entrepreneurship in mining? Set up a public fund which could be teamed with private capital which might be raised by the first device I mentioned or might just be

raised on the open market. Let's see whether we can't get some more capital available for Canadian mining developments. If we want to keep our mining profits in Canada, it seems to me that's what we should be aiming at.

Hon. Mr. Handleman: I think we are getting into Ontario government policies. The Securities Commission, I think, would be remiss if it started to put its imprimatur on certain mining companies, saying, "Those are the good ones to invest in." Then they would have a responsibility to the investor if the investment turned out to be a bad one. I don't think we want to get into that kind of thing. I think an investment counsellor has a responsibility to his client to invest his money in the most lucrative way it can be done subject to all the laws of the country. [5:30]

As far as public and private investment is concerned, we do have something called the Canada Development Corp., which, it is my understanding, is for the purpose of bringing private and public investment in Canadian ventures, and not necessarily risky ventures. It was my understanding it was to retain Canadian ownership of certain ventures, but not necessarily to encourage the growth in Canada of specific industry sectors.

I really don't think the Securities Commission can develop overall government policy. I must say that since the junior mining policy and some of the criticism that has been made of it, I have discussed with the Treasurer the possibility of developing an overall policy governing capital formation.

I think Toronto and Ontario are the capital market centres of Canada. It is very important to provide capital for those ventures which are small and don't have access to international capital markets. I quite agree that they need it.

The question is how far the government should go in suggesting a direction of capital into what may very well be not only a speculative, but a highly speculative venture. As soon as the Securities Commission "approves" any company or investment, then it inevitably becomes responsible for that company's performance. I don't think the Securities Commission either wants to, or should have that kind of a mandate.

Ms. Bryden: With respect, Mr. Minister, I wasn't suggesting that you should put your imprimatur on a particular company, but that you should develop a definition of a company that would be eligible for the capital that might be earmarked by a certain

percentage of the investment dealers' capital being available for investment in Canadian-operated developing and exploring activities.

Secondly, when you mention the Canada Development Corp. as being available for a joint venture, there is no Ontario counterpart. It seems to me that the Canada Development Corp. is concerned with overall projects in all provinces, but that there might be a field for a particular Ontario interest in developing our own resources through a joint public-private risk-taking venture.

Hon. Mr. Handleman: I believe the Treasurer did, on budget night, table a bill for Ontario and the federal government to look at. It would require some amendments to federal law, but it is a model of the kind of risk capital corporation that we see developing in Ontario, and I think it is worth studying. I don't believe any one of us believes that it is the total answer, because I believe it does rely entirely on private capital. But it does give government encouragement for the formation of that kind of a risk capital corporation.

Ms. Bryden: I understand it is not going past first reading.

Hon. Mr. Handleman: No, that's right. It is there to study, and I think for comment and suggestions for amendments; I have made some myself.

Mr. Roy: If I might just discuss items along the lines raised by Ms. Bryden. What I am concerned about is in the general area of policy and philosophy. Knowing the role played by the Securities Commission, it is certainly not in the realm of policy making as suggested by Ms. Bryden. But my concern is what we can do to get Canadians to quit always putting their money in bank accounts. We have seen, even in an inflationary period, the increase in money being put into bank accounts. We, Canadians, as compared to people in the United States, are always afraid of investing. The major investment for any Canadian seems to be just in the realm of real estate. That is something he understands. Of course, that is now being cut off somewhat by the capital gains tax and the Land Speculation Tax Act that we have enacted provincially.

I was just wondering, as a matter of philosophical discussion, whether a lot of that is through ignorance of what the stock market and all of that is all about; where people don't really understand it. I must admit that I don't understand it. It is not something that I have ever been involved in. I have a general idea how the process works.

But somehow, through this government—and as you have mentioned, Toronto and Ontario form the centre of business activity—there is an awful lot of money going into all sorts of bank accounts. Canadians are putting their money in the bank but not risking it for the future of this country.

Sometimes we criticize a lot the fact that there seems to be too much foreign investment in Canada but one of the reasons is that it is by default. Very often we as Canadians are just not putting our money into the future of this country through all sorts of ventures.

I would suggest to the minister that this is something that we must look at on the long term. We can cry all we want about foreign investment and everything else, but we have to get Canadians to have some faith in their country and start putting some of their savings into a variety of companies and into the future of this country—but I am just wondering how to do it.

How do you get people to take some risk—to have the adventurous attitude that many Americans have? They are sometimes more adventurous about our country than we are ourselves.

I think there certainly is a role to be played by government through education—through a different approach toward relieving some of the ignorance of how the process works. A lot of people stay away from something if they don't know what it is all about. They don't understand it so they would rather just put their money in a bank account. So I think there's certainly a role to be played by government, and I think it's going to be a necessary role in the future if we are really interested in having this country for Canadians.

Hon. Mr. Handleman: First of all I would like to say that I think the Securities Commission has a very central role to play in the direction that you would like to see investment take. I feel that one of the drawbacks to Canadians investing in speculative ventures—because Canadians are not very shy about investing in sure things; they have been the blue chip investors of the world for a long time—but one of the things they have to have, I think, is confidence in the fact that if it is speculative, at least they know the degree of speculation. I think the Securities Commission has played a great role in providing that kind of information.

The technique of the prospectus—well many of us never read it. I don't do any investing any more but I did at one time. You used to get the prospectus from the broker and

obviously didn't pay any attention to it; you would rely on the advice of the broker. But the very technique of the prospectus makes a company seeking capital divulge and disclose its operations in a way that a skilled person can read it. There have been some criticisms that it should be able to be read by a lay person too.

Mr. Roy: Yes, that's what I am wondering. How do you get to the fellow on the street?

Hon. Mr. Handleman: I think a good system of licensing of brokers and investment dealers is necessary. We should be raising the criteria for entry into that business—regulating them very strictly to ensure a high standard of performance. They have taken unto themselves the job of educating the public both in the United States and here because it's in their best interest to do that. The more investment there is, the more they are going to make. It's one of these initiatives that the industry itself has taken.

On the other hand, we have to guard against—and this is what the Securities Commission does—the fly-by-nighters or people who aren't skilled in the field providing advice to a vulnerable investor. It's not going to be fast. I was a charter member of that select committee on economic and cultural nationalism and there are no pat answers.

It is easy enough to say we should divert investment. We have done that, we and the federal government through a variety of techniques—the pension plan requirement that only a certain percentage of the total pension fund can be invested outside of Canada is a very constructive type of move. Also the dividend credit which was given by the federal government and now is being confused somewhat by the new type of credit which is being given—those kinds of things do tend, I think, to divert investment into Canadian companies as distinct from foreign companies.

There is still this question of the risky venture in Canada. I have had a few theories about this. I think, for example, that the federal government, which relies so heavily on Canada savings bonds as a means of raising money, has diverted a great deal of capital which, rather than going into the sure savings, might have gone into the market or into investment which would be an asset to the economy. I think that has had some bearing on it because they have relied very heavily on Canada savings bonds. There are billions of dollars tied up in those, and they give a very good return with complete safety and no risk whatsoever. How

would you get a person to take his \$1,000 and put it into mining stock in which he could possibly become wealthy but he is not assured of the nine per cent or the 8.5 per cent?

I think there are a variety of techniques. There is no one single answer to it. As I said at the outset, I think the Securities Commission plays a very central role in the encouragement of investment in Canadian resources.

Mr. Chairman: Mr. Renwick.

Mr. Renwick: Ah!

Hon. Mr. Handleman: I have the file.

Mr. Moffatt: What was that all about?

Mr. Renwick: He was getting away from his fellow Ottawans.

Hon. Mr. Handleman: I just wanted to say, Mr. Renwick, before you start, that today before question period I received from the commission a complete report on the file. There isn't a genuine document in the whole bunch. They are all spurious, forged.

Mr. Renwick: That was precisely, first of all, why I asked the question.

Hon. Mr. Handleman: Mr. Harry Bray, not Mr. Harold Bray, is here—

Mr. Renwick: I give myself enough intelligence to have asked, if there were such a file, for you to peruse it. But I think that it is very important at some point to say so categorically in the House so that it will be on the record of the House because I think there was a certain amount of comic relief in it. There was also a certain amount of knavery involved in the circulation of that.

Hon. Mr. Handleman: Well, if you have any information, it has been intriguing me as to why anybody would go to that great amount of work and trouble to put a file like that together. There is a motivation there somewhere.

Mr. Renwick: A couple of the documents sounded so much like Mr. Bray's.

Ms. Sandeman: May I say something on that? I hope you are putting your mind to that question and obviously you are, because the important seems to me why would somebody do that? There may be something that the ministry should be alerted to. If the file was produced by a genuine public servant, it certainly gives some truth to the rumours that float around that we can't spell any more.

Hon. Mr. Handleman: It originated in Ottawa and we managed to salvage an envelope so we have something for our investigators to go on.

Mr. Renwick: Let me add to what my colleague said about the seriousness of it. What concerned me, of course, was that I know some of the signatures sort of visually. It is a matter which I am certain you are not just treating as a joke and that it is significant because I think it is true to say that those signatures were facsimiles of one kind or another of signatures—I have used the word incorrectly—forgeries of signatures.

Mr. Pattillo: They weren't very good ones.

Mr. Renwick: No, they weren't very good, but they did look a little bit like them.

Mr. Pattillo: When you first glance at them.

Mr. Renwick: Well, I don't see your signatures.

Mr. Pattillo: We have gone and compared every one of those signatures that we had in our files, for instance, Mr. Langford, Mr. McFarland and Mr. Bray. It's none of them. Why would anybody putting this together use "Harold S. Bray," when there is no such person that we know of?

Mr. Renwick: I am glad to hear that and I just think it would be worth your while to reply in the House and put the matter to rest. I don't follow the fortunes of the Securities Commission the way I used to at one time, so I am not going to go on any sort of a fishing expedition just to pass the time of day.

I want to ask specifically what the minister's intentions are with respect to all the work that went into the new Securities Act. In this kind of a stable parliament, it would seem to me it would occupy our time quite well to get the matter in the committee and get it dealt with. I imagine it has gone through a number of internal refinements and you have obviously a lot of submissions and resubmissions and so on. I think it's a shame if the amount of work that went into it is lost, and I would hope that you would proceed reasonably soon.

Hon. Mr. Handleman: All I can say is that I think we have refined the draft legislation to the maximum extent possible, given the limit of the resources available to us. If it were to be introduced it would probably go through further refinement in the committee stage, and I think we are prepared

to do that. At the moment, I do not anticipate having it on the order paper before the end of the spring session. That's about all I can say.

[5:45]

Mr. Renwick: I can understand that. But I would hope that if parliament is still extant in the fall and if the session goes on then it may very well be a useful exercise to get it done and out of the way.

Hon. Mr. Handleman: I would agree if I thought we could get it out of the way. Do we have a commitment?

Mr. Renwick: I understand. My only other question, and in this sense it is open-ended, is I wish you would bring me up to date on the exchange commissions. First of all let me say that the bulletin keeps me pretty much up to date on everything which is going on. I still wish you would divide it into two parts and get all that statistical information out of the one, which is available every month, to keep with the rulings and the decisions in it. But I would like to be brought up to date on the continuing round of discussions with the exchange about commissions charged on the exchange. I get lost—

Mr. Pattillo: That's all right, I've been lost a few times and I may be lost again. But the situation is this. We had set hearings to start May 31. Mistakenly, we thought we understood from the exchange that the financial reports for the quarter ending March 31 would all be in, processed, and made available to us by May 15. When we found out—and this was only a couple of weeks ago—that this couldn't happen because a great many firms had their year-end on March 31, so that it is more than a quarter's review, and that they wouldn't be able to get information to us until June 15 rather than May 15, we then decided to postpone the hearings from May 31 to July 19.

By agreement with counsel for the TSE, we have said we will sit from July 19 until the end of the month if necessary to hear all the representations that we can. If we haven't concluded the whole matter then we will adjourn and resume after Labour day as counsel for the TSE would not be available during the month of August.

Mr. Renwick: Do you expect the matter to reach some conclusion this fall then? Is that a reasonable assumption?

Mr. Pattillo: Mr. Renwick, what we have tried to set up is this. We hope to make a decision before the end of the fall months

as to whether the present system of fixed rates should continue or whether the negotiated system, similar to that in New York, should be introduced. If we make a decision that fixed rates should continue, then we have arranged by agreement with the exchange that new hearings would start on Nov. 24. Such hearings would be for the purpose of determining whether the rates should continue as they presently are or whether there should be change, not only in the quantum of the rate but the manner in which they are ascertained.

So, depending on what comes out of the first hearings—and that they may of necessity phase right into the second because this is a very difficult subject—it would probably be some time well into the winter before we are going to get the thing straightened away.

Mr. Renwick: Thank you for the résumé. There were two aspects of it which concerned me somewhat. One is that I've had a funny sensation I can't tell who is doing the running. Is there a real effort, made by the three major exchanges, in order to get a co-ordinated policy and then go to each of the respective commissions with the same policy? Or is it the Ontario Securities Commission which is going to front-run the question for the other two exchanges and the other two commissions?

Mr. Pattillo: It's a little bit of both. The respective exchanges—the three; that's Montreal, Toronto and Vancouver—have all been considering the question among their own members as to whether they're in favour of fixed commissions or whether they wanted to go to negotiate it.

In addition, the Quebec Securities Commission has made an analysis of the situation, so far as the Montreal exchange and its members are concerned, up to the end of the last calendar year. That is now being prepared. It will be finalized, they think, in another week or so. That material is going to be supplied, to our hearing, by the Quebec Securities Commission and they will send persons to our hearings to present it and develop it.

As far as Vancouver is concerned, I've had an informal chat with the chairman of the Vancouver exchange and, of course, they want fixed commissions but they realize that whatever happens in Toronto, is probably going to rule the day. You only have to realize the volume of the business done in the Toronto exchange, as opposed to the volume done on the Montreal exchange, to realize that it is a reality.

We came to the conclusion that we had to look into this whole matter because of the large volumes of money that are flowing out of this country, right now, and going down into the New York exchange.

Mr. Renwick: That was the other aspect of my concern. It was the extent of the drainage of the trading business from the markets in Canada to the New York market because they have moved on this whole question, it seemed to me, with a great deal of alacrity. It seems to me to be taking a long period of time.

However, I've always been, as you know, a staunch supporter of the present system of securities administration in Canada on a provincial basis with as uniform a security law as possible but administered provincially. Unless this problem is resolved, and resolved relatively quickly, then it seems to me to be a very strong argument for a national exchange.

I haven't any other comment to make. I do appreciate your remarks. I just wanted to let you know that it did appear to me to be the one outstanding issue that required both care, because of its complexity, and a real sense of urgency, particularly on the part of the exchange.

Mr. Pattillo: I quite agree. I was very disappointed that we had to postpone this thing but two of our most knowledgeable commissioners, Mr. Morgan and Mr. Steiner, said that in their judgement we had to have those figures for the quarter ending March 31.

Mr. Renwick: But it's been going on now—what?—this must be into almost its second year, isn't it, since the original application—

Mr. Pattillo: Study.

Mr. Renwick: —or study was made of the question of negotiated commissions?

Mr. Pattillo: No, not of negotiated commissions. New York was put on negotiated as of May 1 last year.

Mr. Renwick: Yes.

Mr. Pattillo: And we became concerned before that.

Mr. Renwick: I think that's all I was saying—that it's been a problem in Canada for going into its second year, because there was a period of time on the New York exchange when this matter was the subject of a great deal of discussion with the SEC before they went on to it in the States.

The time lag really bothers me. I don't know whether anything I have said would make any difference to your following it up because of the complexity and because of the time that will be required. But the sooner it's done the better, because I don't think, Mr. Pattillo, you as chairman have overstated that significant amounts of money are just being lost to the United States simply because of the slowness in getting this matter dealt with.

Mr. Chairman: Further matters in connection with item 1?

Mr. Roy: Just as a matter of interest, over the last two years, since this has been a problem, since there has been a change in New York, what's the percentage increase in the sums of money that have been going over? Can you just give me a ball park idea?

Mr. Pattillo: Mr. Roy, I think any figures that I might quote might be misleading, because the exchange has been monitoring since last May, that's for a year, on the securities that can be traded on both the Toronto and New York exchanges. We found that wasn't giving the whole picture and we have, through Mr. Thompson's co-operation, got material from a lot of the institutions—that is the insurance companies, the trust companies—which was of assistance. But I wouldn't want to quote a figure. All I can say is it's no small sum.

Mr. Roy: What you're saying is that the figure that you'd quote would maybe be misleading because the money may be going there for other reasons than just commissions?

Mr. Pattillo: And none of this information is given under oath and some of it may not be as accurate as it might be; I wouldn't—

Mr. Roy: I don't want to pursue it. When you said significant amounts I was just—knowing the volume you have on the Toronto exchange to start with—I can just imagine what the amounts are.

Mr. Chairman: I'm going to try to move through this vote, if possible. Mr. Moffatt?

Mr. Moffatt: I have one simple question about this entire vote 1302, and probably you can clear it up with one word. In last year's estimates the amount shown as estimates is not the same anywhere as the amount shown as estimates in 1975-1976 in this book. There's a discrepancy of \$120,000. Last year, in this section, it was shown \$21,293,000 and that coincides with the breakdown as well, and—

Mr. Pattillo: You know, I wish we had that kind of money, Mr. Moffatt.

Mr. Moffatt: —I just want to raise it because I don't know where else to raise it.

Mr. Reed: Maybe it was estimated and deemed to be actual?

Mr. Moffatt: This is shown as estimates 1975-1976, as I understand. Do you want to deal with it and see if we can find out where it went? The estimates stated then don't coincide with the estimates stated now.

Mr. Chairman: Deal with it under item 4. Any further discussion with respect to item 1, securities? Carried.

When we come back at 8 o'clock we'll start with the pension plan.

The committee recessed at 6 p.m.

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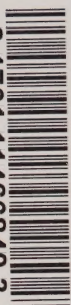
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 Sandeman, G. (Peterborough NDP)
 Singer, V. M. (Wilson Heights L)

Ministry of Consumer and Commercial Relations officials taking part:

LeClerc, R. J., Personnel Services, Programme Support Division
 Pattillo, A. S., Chairman, Ontario Securities Commission
 Young, J. K., Deputy Minister

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